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ANNEX

THE WOMAN CITIZEN'S LIBRARY

A Systematic Course of Reading in Preparation for the Larger Citizenship

Editor

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v. 9

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VOLUME IX

Woman and the Larger Citizenship

City Housekeeping

List of Articles

WHY WOMEN ARE CONCERNED WITH THE LARGER CITIZENSHIP

BY MISS JANE ADDAMS, A. M., LL. B.

Author of "The Spirit of Youth and the City Streets."
Hull House, Chicago

HOW WOMEN CAN HELP IN THE ADMINISTRATION OF A CITY

BY MISS ANNA E. NICHOLES

Civil Service Commissioner of Cook County,
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(OVER)

THE IDEAL CITY

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BUDGET MAKING

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Princeton, N. J.

VOLUME IX

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PART I

Why Women Are Concerned With the Larger Citizenship

PHILANTHROPY AND POLITICS

By JANE ADDAMS, A.M., LL.B.

SOME of us who have been for many years in what is called philanthropic work have been much impressed during the last decade with the fact that many of our activities are passing over into the hands of public servants. At the time of the Child Welfare Exhibit in Chicago a Committee tried to divide all of the activities on behalf of children into two portions; one included those which were carried on by the public, through officials, and the other included those which were carried on by philanthropic agencies as private charities. The public activities filled almost two-thirds of the Coliseum; there were whole classes of children from the public schools who, with discipline unbroken, went through their gymnastic exercises, bound books, cooked meals, cut clothes and did all sorts of things; there were the public libraries with the children's rooms, the museums with the children's exhibits, the public hospitals with the children's wards, the health department with all of the things

that the public does on behalf of children's health and for the reduction of infant mortality. When we got together the agencies that were trying to promote child welfare in the city, more than two-thirds of them were paid for out of the public taxes.

But when we trace back we find that almost all of these agencies, or at least a large portion, had been begun by private philanthropy. The kindergartens in the schools were a philanthropic enterprise. The playgrounds, which now have been given such a tremendous impulse in Chicago as to place the city at the head of the playground movement of the entire world, began with small playgrounds which were established by people who believed in play for children. It was long before the public was converted to the idea. And so with the outdoor schools for children afflicted with tuberculosis; they, too, were started by private philanthropy.

If one were asked why this change from private to public control has taken place, one could only say that those who have private philanthropies in charge realize more and more that they are in a certain sense laboratories; that these philanthropies are experiment stations, and when they prove their usefulness by showing that they meet a genuine need, it is not difficult to persuade the public to take them over.

But a curious thing often happens when they are taken over. If the people who started them, who thought them out in the first place, who fostered them

and carried them along, happen to be women, they have no longer any direct part in them. And sometimes they are forced to stand by and see the things they have started being done very badly because they can no longer help. It is only natural that sometimes they should feel very much chagrined, not on their own account, but because these precious undertakings of theirs are not being understood and properly administered by the public officials who now have them in charge.

Perhaps I could illustrate this with the Juvenile Court in Chicago. That was a growth to which a great many people in Chicago contributed. I remember many years ago at Hull House one of our residents went every morning to the nearest police station, and the justice in charge of the station, who was a very kind-hearted man, turned over to her all of the boys and girls who had been brought there for their first offenses. It was really a probation system. He paroled these boys and girls to Mrs. Stevens, who died some years ago when she was still helping children in all sorts of ways.

When this system was extended to other police courts, when some of the other settlements undertook to do this same work, because the boys and girls whom they knew in their clubs and classes were continually getting into trouble, often through no greater crime than carelessly throwing a ball through a window, we all came to realize that something ought to be done

for these children on a much larger scale. And that was one influence which brought about the Juvenile Court—the conviction of many people that these boys and girls were badly taken care of in the ordinary police courts when they were tried in the run of the morning's work with all the "drunks" and the other people with whom a police court must deal.

When the Juvenile Court was started under the special law drawn up by Judge Hurd, and there was no provision for children who were awaiting trial, private philanthropy opened a place for them and the public schools supplied the teacher. They had an omnibus to carry the children from the west side home at Adams street to the place on Clark street downtown where the court was held. Here again the public and the private philanthropies both took part. Private enterprise owned the omnibus, while the city supplied the horses.

I can remember the first span of city horses. One was a large, gaunt horse which had been used in the fire department until it had lost its first agility, and the other was a small pony. A medium-sized harness held them together. I can well remember when the two horses were attached to the omnibus belonging to the Juvenile Court Committee. The ill matched pair and the new vehicle illustrated the awkward relation between politics and philanthropy.

Then the same Juvenile Court Committee paid the probation officers, because there was no money appro-

priated by the county, and for six years this committee of men and women (largely women) supplied the money to take care of the children. Gradually the matter was taken over by the county authorities. The probation officers became county officials under a well-established civil service system, although these same philanthropic workers for three different years, I think, helped set the questions and mark papers for their examinations. The transition came about very gradually. The Detention Home was built in connection with the court, and the children are now taken care of by the public funds, although philanthropy still has its hand on them.

The Children's Hospital Society established a clinic to find out how many of these children brought into the Juvenile Court needed medical attention. The first year it was found that ninety per cent of the children needed medical care in some particular. They were all a little starved or diseased or deformed. And gradually the county decided to take over the medical clinic and paid the physician and nurse in charge. Now philanthropy has established a psychopathic clinic, and an alienist is being paid by private philanthropy to examine these children.

Here, then, we have an evolution, in which philanthropic people gradually have their activities in behalf of delinquent children absorbed by the county and paid for out of county funds. Of course, women who are

interested in these children are not more interested in the psychopathic feature, which is philanthropic, than they are in the medical clinic, which is political. They are not more interested in the children who are dependent and are sent to one of the homes, which is supported partly by public funds and partly by philanthropy, than they are in those children who are sent to the homes which are supported altogether by public funds. And there you are—the whole thing absolutely mixed! I could take a dozen other illustrations the same way.

One of the latest developments of the Juvenile Court has been the payment of mothers for the care of children. If any child is brought before the court whose mother can not properly take care of him, he may be sent to an institution and the county will pay ten dollars a month for his care; but if the judge thinks that the mother is a proper person to take care of the child and that the only reason she can not is due to her poverty, he sends the child back to the mother and the county pays her ten dollars a month instead of sending it to the institution. It is a simple and useful thing, but of course goes straight into the realm of charity.

Only recently many of those women, who are now being taken care of by the court, were being taken care of by the Associated Charities of the city.

This process has not yet quite passed out of philanthropy. The Judge of the Juvenile Court is assisted by a committee composed of representatives of the

various philanthropic undertakings of the city. The Catholic, the Jewish and the Associated Charities send representatives to the committee, and they discuss the cases and recommend to the Judge the families which in their opinion should receive the county's aid, and also report back to him whether or not the money is being spent for the benefit of the child; and thus whether it is well to keep the child with his own mother. And there you have again this same wavering line between the public and private activities, so that you can scarcely tell what is philanthropy and what is public service.

I have used this very simple illustration because I think the development of the Juvenile Court affords a very good illustration of that which is going on all around us. We could take very easily the nursing system of the city of Chicago, the gradual way in which the nurses have been taken over by the schools and then used in the tenement house work to take care of the tenement house babies during the summer, and who are paid by the Board of Health. And yet these nurses were first engaged by groups of philanthropic women who are interested in one part of the city or another. They were then handed over to the city and are being superintended, not by the women at all, but by men who in the first place had not been very much interested in the undertaking.

Some of us believe that it would be better if the people who are naturally interested in the beginning of

an undertaking had an opportunity later to express their interest. Of course they can continue their interest, for they can go and talk to the public officials about these nurses or about these delinquent children—that is, they can if the public official is polite enough to listen to them; but they have no place in the management, no recognized status in regard to the same undertakings which they started. And it is because the government is constantly concerning itself with these human undertakings which used to lie quite outside of its supposed responsibilities, that some of us feel very strongly that all such undertakings would be infinitely benefited if women were taking a natural and legitimate share in the development and in the administration of governmental activities.

I have been for many years a member of the National Conference of Charities and Corrections. Every year the people who are actively engaged in public and private charities, both those who are at the head of penitentiaries and other state institutions, and those who represent the private charities and philanthropies all over the United States, meet to discuss their important tasks. It is perhaps one of the most imposing of any of the great national bodies which meet every year to consider their own special affairs.

This body shows a marked tendency year by year to go back into the causes of poverty and to discuss more and more industrial questions. There are always the special conferences for discussing the technique of

prison administration, the best way of restoring a broken family, the best method of distributing outdoor relief; but when the conference meets as a whole in the great evening meetings one is impressed with the constant development of the discussion as to what has brought to the charitable people of the country so many beneficiaries; as to why are we taking care every year of so many hundreds of poor people?

Some years ago we established what was called a Committee of Standards of Labor, and this committee tried to discover through the records of the various societies how people come to be poor. Why is this self-respecting American family, for example, a family that had been self-supporting on a farm only twenty years ago, here in a city asking charity? Why are these sturdy Italian peasants, who generation after generation had picked their own olives off their own olive trees and literally sat under their own vine and fig tree, seeking aid after living in this country a few years?

The committee discovered some very astonishing things. They discovered, for instance, that we have over fifteen thousand men in the United States who are killed every year in industrial accidents. Exactly as if every man in a city of 75,000 people should be put to death every year. They discovered that half a million people are wounded more or less desperately every year in some form of industrial accident; being thrown out of work, perhaps only for a few days or

a few weeks, but more or less thrown out of their orbit of orderly earning by which their families should profit.

Of course, if fifteen thousand men were deliberately destroyed in the country in any other way we would all be very much alarmed. In Germany they are already much concerned about the casualties in industry, and it was the charitable people who first began to make the greatest commotion about this state of affairs. They said here are the widows, the children, the other people whose natural bread earner has been destroyed and cast aside, and they are dependent upon us for support. This care ought to be thrown back upon industry itself; upon the manufacturing plant which was so careless, or so unguarded. It ought not to come out of the taxpayers' money; it ought to come out of the stockholders who are profiting by the labor of this man, who was killed because he was not properly safeguarded.

That seemed to the charitable people a very simple proposition, but it takes out of philanthropy the care of the orphans and widows and would thrust them over, if I may so put it, upon industry. And they can only be thrust upon industry if there is some sort of industrial insurance. We know, of course, that if profits are automatically reduced whenever a man is killed, if there is so much of a charge upon that industry that it is very, very unprofitable to kill a man, employers will be willing to spend more money in

HULL HOUSE, CHICAGO
A most useful and novel social center

guarding the machinery and in putting in the improved machinery, in seeing that the workmen understand signals, in seeing that the men who do not understand English are helped out in their first adjustment to the work in which they are placed. The whole thing then becomes a matter of business and money saving. It is not because the men who are in charge of these industries are hard hearted; it is simply that these things are not made a part of their business. When it does become a part of their business, as has been shown in Germany and so splendidly in England during the past twenty years, the number of accidents will decrease surprisingly, almost automatically as the legislation becomes drastic.

So here again we have the traditional widow and fatherless who have seemed to, and in fact did, belong to charity, turned over to the government for protection. We might make a mistake if we gave money to a tramp and helped a man in such a way that he grew lazy and incompetent, but we can not make a mistake if we take care of little children, even though they are to be shifted out of the realm of charity into the realm of governmental care and protection.

Take the matter of a man who is prematurely worn out by his labor. Perhaps one of the saddest things in life is an out of work man only forty years old, but who looks older, who has many years of work before him, who can not get work to do because there are plenty of young men waiting for it. If he holds his

job his age makes no difference. If he loses it his age is a handicap. And he may change from the man who is honestly looking for work and is very much distressed if he can not find it to the man who would not work if he could. He is first unemployed, then gradually becomes unemployable.

That sort of thing is taken care of by some governments. Germany has prolonged the working life of a man 10.7 years simply by the means of social insurance, so that a man is not easily dismissed, for the firm which dismisses him also loses some of the money which has been saved for his old age. The man himself wants to stay, and the firm is willing that he shall stay because it is a loss to part with him.

So there is a tendency to get the whole subject shifted from pure philanthropy into governmental relations. This may be wise or may not be wise. I do not wish to be a special pleader for this sort of legislation. I wish to say this is what is happening everywhere. These responsibilities are being shifted from the philanthropic world into the political world—using the word "politics" in its broadest sense, of course, and not in its meaner sense.

And so if women wish to go on with the things which women have done for many centuries, taking care of the feeble, taking care of the sick—and if you compare the number of people who are cared for free in private hospitals with all those who are cared for free in public hospitals; if you compare the number of

the aged who are cared for in homes and the aged who are cared for in public infirmaries, you will see that it is the public which cares for most of the sick and most of the poor, at least in our great cities—if women are to go on doing those things which they have always done they will have to have some share in the government which is now doing them. If not, these activities will be turned over altogether to the men. That may be a good thing to do, but some of us think, judging from the results attained, that it would not be the wisest course.

For instance, there were hundreds of women in Cook County who for many years were distressed because when an old man and his wife were sent to the poor house they could not live together. The man was sent to the men's ward and the woman to the women's ward, and they were allowed to talk to each other once a week through a wire screen which ran down the middle of a corridor. Often these couples had lived together for fifty years—had been poor and unfortunate, had had all sorts of distresses come to them, but through that long time they had obtained mutual memories and experiences, and often a strong and abiding affection; and yet at the end of life, simply because they were poor, this companionship was taken away from them and they were separated in what seemed to many of us an unnecessarily brutal manner.

Year after year to one County Board after another

did women present this sad state of affairs, and over and over again they were told it could not be remedied because the building had been constructed that way. That which we call the finest thing in life, a sustained and beautiful affection, had no place in the scheme of things at Dunning. Now, I am happy to say in the new building conditions are better, and husbands and wives are allowed under certain conditions to live in the same building.

So one could go on with many illustrations. And some of us who are urging that women have a share, a natural place in government, are doing it not from the point of view of our own advantage (although it would doubtless be an advantage to women), but we are trying to urge it from the viewpoint of the things which the government is undertaking, more and more those intimately human affairs which have to do with daily life and daily experience.

I recall a conversation I had not long ago with the warden of a women's prison in New Bedford, a prison to which many of the young women from New York City are sent. Miss Davies has felt since she has been in charge of these girls, who are sent to her for all sorts of crimes, that no one has ever made a careful study of that kind of woman; no one knows enough about her practically; that the same girl is sent there the second or third term without any definite results.

Mr. John D. Rockefeller, Jr., recently established a clinic in this prison. Every prisoner is studied first

by a physician and then by what they call a sociologist, which is a very large name for some one who knows life and the kind of life these girls have led, and then by a neurologist, who tries to find out whether the prisoners are abnormal or subnormal. I have forgotten the exact figures, but the average age is something like twenty-two or twenty-three years, and their average development is that of a girl of twelve or thirteen. These women, who are women in years, are almost all of them—taking them as an average, all of them—so deficient that they are ten years behind in the mental development which they ought to have and which normal people do have. That in itself throws a tremendous light upon the entire question of criminal women.

That work is being done first by private philanthropy, but being done with the wards of the state, and I do not think it takes a seer to say that it will not be very long until some sort of work similar to that will be paid for by the state; because the state will in the end save money if a woman who is shown to be absolutely subnormal is put into a home for the feeble-minded instead of being sent back to New York to incur the expense of being arrested over and over again during a series of years.

The question, whether one looks at it from the viewpoint of philanthropy or from the viewpoint of science or from the viewpoint of humanitarianism, it seems to me is again the same question. The line is waver-

ing between philanthropic action and governmental action. There is perhaps no one thing in American life at present which is changing so rapidly as the dividing line between private beneficent effort and public governmental effort; and for that reason it is wise to discuss these questions not only from the viewpoint of philanthropy but from the viewpoint of our common political relations.

A little while ago in a Chicago settlement there were some Polish boys who were saving money for a gymnasium. The gymnasium they had was sadly out of repair, and the boys were saving money for a new one. In the midst of their endeavors a small park was opened within three blocks of the settlement, and all the clubs had a debate as to whether or not they should go on with their own gymnasium or should give it up and transfer their activities bodily into the park.

This club of Polish boys had no experience in debating, and they had very little experience with the English language, but the question came to them as it had come to all of the other settlement clubs. The affirmative was to open the debate, of course, and the boy was urged over and over again to begin. As a psychologist would say, he was inhibited—he could not begin. But finally made truculent by all the urging he said, "What do you want to know for?" and sat down. When the champion of the negative was introduced he said, "Let things how it is," and he sat down.

The judges, after debating for half an hour, decided that the negative had won.

I think it is something of that sort which inhibits us from time to time. These questions are so enormous. We say, "Let them alone; we do not want to know anything about them," or when they are forced upon our attention we are inclined to say, "Let things be how it is." We do not want to be made any more uncomfortable than we are at the present moment. But here they are, these great movements going on all about us, and whether we look at them from the humanitarian side or from the governmental side is not a matter of so much importance. What is really important is that we know what is happening, and that we know things are constantly shifting and changing.

Of course objections are always brought up against women taking part in public affairs which have passed over this wavering line and become a matter of politics. Nobody objects to a woman being philanthropic. We get a great many compliments on that. But when our philanthropies are taken over by the state it is "very unwomanly" to have anything to do with them. Another argument is always presented to the effect that women have more influence indirectly than they possibly could have directly.

Whatever women may do as citizens their indirect influence will go on as it always has and always must do. We live in a great community, and the action and

reaction of one character upon another is, of course, the potent thing in society. But in addition to that there are these direct legislative measures which must be passed, that concerning child labor, for instance, which no one knows so intimately as the people who deal with the children. The need of citizenship for women is so obvious that it seems to many of us, whatever our personal opinions may be, that we must look upon it as a great social development of our own times, a contemporaneous change which is going on about us. It presents an opportunity to gain an implement for getting done some of the things which are most fundamental.

PART II

How Women Can Help in the Administration of a City

By ANNA E. NICHOLES

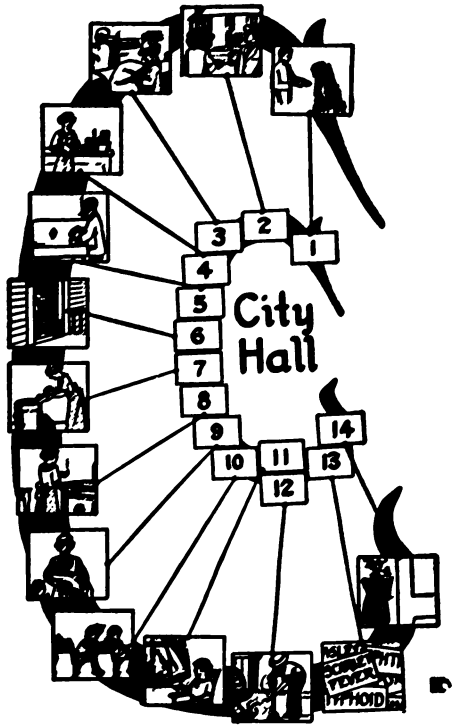
THE APPEAL OF THE CITY

The City and the Home

"MADAM, Who Keeps Your House?" This question, seemingly impertinent, arouses interest in that larger municipal housekeeping which includes the home. For the city and the home are tied up in the most intimate and important events of life, and the relation between a woman and her city is real and tangible.

The effective poster designed by the Woman's City Club to make this relation convincing presents a series of sketches showing how the functions of the home are connected with the various departments of the central government that controls them. These sketches are placed in a big "C" for the city, encircling a small "C" for the City Hall. The first sketch shows a young couple getting married. A line connects them with the marriage license bureau of the City Hall, which legalizes their union. When the poster was explained to some children, they were asked, "What is the beginning

MADAM, WHO KEEPS YOUR HOUSE?



HELP IN THE MUNICIPAL HOUSEKEEPING

1. Marriage License Bureau. 2. Dept. of Building and House Sanitation. 3. Health Dept. Factory Inspection. 4. Health Dept. Foods, Markets, Weights and Measures. 5-8. Commissioner of Public Works. 6. Health Dept. Milk Inspection. 7-12. Dept. Streets and Alleys, Sanitary Inspection. 9. Registry of Births by County Clerk, Health Dept. 10. Board of Education, Health Dept. 11. Special Bureau of Smoke Inspection. 13. Health Dept. Bureau of Contagious Diseases. 14. Health Dept. Bureau of Medical School Inspection.

EFFECTIVE POSTER ISSUED BY WOMAN'S CITY CLUB, SHOWING DEPENDENCY OF HOME AND FAMILY ON THE POLITICS OF THE CITY HALL

of a home?" One small girl replied, "Furniture"; but a little boy, with keener insight, said softly, "A mother." The home is traced in the series of sketches through the building of the home, safeguarded by the Building Department of the city, the buying of household goods and foods, the bringing in of water, gas, and milk, the disposal of garbage, through the birth of the baby, the education of the child, the cleaning of streets and purifying of the air,—all being traced to the several departments of city government whose function it is to deal with these various activities. A city home-maker must believe that, whether she likes it or not, the "outside has come inside to stay."

Woman and the Modern City

Consider the social phase of city life. We are told that life in all its relations has been altered by the modern city—that "revolutionary" is an expression so loosely used that it scarcely impresses us—yet that it must be applied to the modern city, which marks a revolution,—a revolution in industry, in politics, in society, and in life itself.

Think of the masses of people that the modern city brings together! Take New York, for example. As one writer graphically puts it, "At the beginning of the twentieth century the City of New York contained more people within its jurisdiction than responded to the authority of the first president of the Republic. In one hundred years it has become the second city in the

world. The rapid growth of our western cities reads like a fable. Illinois, which was called the great Prairie State, now has over half of its people living in towns and cities."

Nor in numbers alone are cities great. The budgets of American cities have grown to such numbers that they can only be compared with those of empires. The municipal corporations are among the vastest and most important business enterprises of the day.

Woman's New Dependency

Into the bigness and newness of these cities, with their immense numbers, with their congested districts and complicated social questions, has come the woman with little children to make the home in the community. Woman has left her dream of a white cottage home, covered with climbing roses, surrounded by the billowy green of rolling meadows, for a city home which has a street in its front, needing constant cleaning, and an alley in the rear, holding ash and garbage boxes. She has left her well and cistern, her own vegetable garden, for city water and grocery food. She has left the possibility of knowing and to an extent selecting the social associates of her family, and must neighbor with those who press upon her and her children upon every side so closely, often, that famillies can clasp hands without leaving their own homes. To sum it up, the self-sufficing, independent living of the cottage home has been exchanged in the city for a common dependency

PORTRAITS USED IN A CHILD WELFARE EXHIBIT
Part of a Campaign for Improving Public Health

from which there is no escape. It was inevitable that the first conception of the city should be that of a business corporation, paying the expenses and bringing in the necessities for community life. The early struggle of the citizens to do individually what can only be effectively done collectively forms one of the most fascinating pages of history. Each householder attempted to build his own road, to furnish his own water, to drain his own sewage, to dispose of his own garbage, to safeguard his own food, his own children, and his own home.

An interesting example of this individual effort to do a community service is shown in the attempt of the householders to light the streets of Paris by lanterns placed in front of each house. In time, regulations were issued governing the placing of lanterns, giving the time of night they should be lighted, the height from the street at which they should be swung, their removal, and other details. But under the most favorable conditions, compare the possible results of a city lit with lanterns to our present municipal lighting system that instantaneously flashes the light through millions of beaming globes through miles upon miles of city and suburban streets.

In the early days in Chicago, indians sold water in barrels to the early housekeeper; to-day, municipal effort has made it possible for her, by simply turning a tap, to bring the waters of the lake into her home.

No wonder that, as the public service departments

met each new need of the community, and cities were drained and lighted, the sense of the city as a business corporation became the prevailing community idea, and the city became a center for business representing big municipal contracts. City homes and city children were lost sight of, and city business formed the city.

Cities for Business But Not for Homes

It was inevitable, too, that to the individual, in his struggle for a livelihood for himself and family, the city should be primarily a center for business, and that he should weigh it by a money standard. A prominent banker recently said, when the odors of the Stock Yards were being disseminated over the South Side of the city by a strong west wind, "I used to dislike that smell; but do you know what it means to me now? Dollars." In contrast to this was the feeling of a little foreign woman whose home was near to the great Stock-Yards district. When congratulated upon the presence of a new recreation park in her community, she said, "I would give it all up to get rid of that," —pointing to the smoking, odorous yards that defiled and ruined her home.

New Conception of the City

But a new conception of municipal functions is coming into the city. We are developing a "city sense," a conception which might almost be said to come from

the hearts of the women, a sense that the city is not alone a business corporation, paying necessary expenses for the carrying on of all these functions that make it possible for human beings to crowd together into cities, but that the city is becoming conscious of itself as a city of homes, as a place in which to rear children to live a joyous life, stimulated to high endeavor by noble environment. We are building now a new city—a spiritual city, where the watchword is "personal welfare," calling for high service from its citizens—a service to be rendered with religious fervor. This new city will care because babies die from preventable diseases—six thousand of them in Chicago last summer; will work to decrease the procession of little children going through the Juvenile Court; will open to all greater industrial and social opportunities within its borders. If one could heed the prophet of old in his admonition, "Build ye your cities for your little ones," the city could be realized in its highest sense.

Call to Civic Patriotism

Professor Munro, in his recent book, "The Government of American Cities," after pointing out the immense influx into the cities, the cosmopolitan character of the city dwellers, the varying standards and the shifting forces that render its life complex, makes this appeal to true civic patriotism: "As the city, then, with all that it expresses and implies, must be the controlling factor in the national life of the future, there is no

service more truly patriotic than that of helping to make it a better place for men to live in. True patriotism, as has been well said, requires "not only that a man shall be ready to make the supreme sacrifice for his country's salvation, but that he shall stand ever ready to devote his time and talents to the less conspicuous, but equally momentous, duty of maintaining public order, protecting private property, and preserving the lives of his fellows against the dangers which lurk in foul tenements, in unclean food, and in that whole field of civic administration where mismanagement leaves a trail of misery through the habitations of the poor." To make the city, as Henry Drummond reminds us, is what we are here for. "He who makes the city makes the world. For though men may make cities, it is, after all, cities which make men. Whether our national life is great or mean; whether our social virtues are mature or stunted; whether our sons are vicious or moral; whether religion is possible or impossible, depends upon the city. To the reformer, the philanthropist, the economist, the politician, this vision of the city is the great classic of social literature."

DEVELOPING COMMUNITY AND CITY SENSE

Civic Education Needed

It seems an appalling task to undertake a public campaign of civic education for certain definite ends. How can one reach this public? He cannot get out in the

street corners and shout his message to popularize a knowledge of city needs, so that not only the expert person,—the person who really cares and is committed to a programme for social progress,—but so that the man and woman in the street, may care, may know, and may help. That is a difficult problem.

Perhaps no city presents greater perplexities in this respect than Chicago. Not only because of its bigness, but because of the cosmopolitan character of its inhabitants, and the nature of its growth, which has been by annexation of small townships with local feeling, not calculated to develop a sense of the city needs as a whole. But without this campaign of civic education, city reforms are impossible; for, as Professor Munro points out, "there is danger in attempts to hurry cities into righteousness without that preliminary education of the electorate which is the only safe foundation on which to build." The Woman's City Club has made an attempt at this education of the whole body of the electorate in Chicago, and its experience is given in some detail, because it has brought tangible results and because the plan can be easily adapted to any community, city, small town, or country district.

This new campaign has been carried on by City Welfare exhibits, civic leaflets, outlines of study, camera contests, posters, moving-picture shows and films, processions and pageants, postal cards, lecture courses, bibliography of civic books, civic leagues for young people, and by close cooperation with the press.

Forming a City Welfare Exhibit

Exhibits have been called "dramatized statistics," and mark a new form of popular education. The Woman's City Club, in selecting its material, was fortunate in securing as a basis some of the screens used in the wonderful Child Welfare Exhibit given at the Coliseum in the spring of 1911. The screens chosen for circulation and loaned to the club through the courtesy of the exhibit department of the Chicago School of Civics and Philanthropy were a number which treated on the health of children, showing the dangers of tea and coffee for children, urging milk as a substitute, and depicting the importance of fresh air; exhibiting the conditions of child workers; urging the need of vocational training, appealing for more play grounds, bathing beaches, and the opening of school-rooms to the youth of the city for social purposes. To these, the Woman's City Club added posters, maps, and photographs, with short, crisp printed statements showing city problems. An effort was made to present the live issues before the city, and to show the way out of some of its intricate questions.

A Traveling Exhibit

It was decided that to do the most good and to reach the audience sought, this exhibit must travel and be placed in different localities of the city. This necessitated expense, the largest items of which, exclusive of

the preparation of the screens, was the transportation and installing of the exhibit. The problem of installing was finally simplified by the use of especially prepared frame-works, formed of iron pipes, upon which the screens were hung, while traveling cases made the exhibit more easily transported. The Board of Education included the City Welfare Exhibit in its social center work and opened the school halls of the community for the exhibit free of charge. Field rooms of the recreation parks, social settlements, and churches were utilized, and through this coöperation rent was furnished free.

The club formed a special finance committee to meet the expenses for the City Welfare Exhibit during the first year. The cost of the season of 1912-13, which has been particularly heavy, as the exhibit was completely reorganized, was met largely by the generous chairwoman of the Exhibit Committee, Mrs. William F. Dummer. The club in each case incurred the expense of moving and installing the exhibit, while the local committee met the expense of advertising, stereopticon lanterns, and programmes. The figures are not at hand for the last year's work, but during the first year the cost of each exhibit averaged to the Woman's City Club $33.00. This did not include the preparation of the screens. The local committees entertaining the exhibit expended on local expenses from $30.00 to $400.00, according to the elaborations of their plans.

Civic Institutes

But the exhibits were really civic institutes; for at the same time and place with the showing of the screens, meetings were held, with lectures on city problems and community, illustrated with stereopticon slides and motion pictures. An attractive feature of the programme was an exhibition of folk dancing, choruses, kindergarten games and plays given by the children and young people of the surrounding schools.

The following is a programme somewhat typical, and illustrates the variety of topics considered:

Mr. Charles E. Merriam, Chairman

7:30—Band ..... Olivet Institute
7:40—Folk Dancing ..... Immaculate Conception School
7:50—Folk Dancing ..... Seward Park
8:10—Ten-minute addresses with discussion:

Government of the City:
Representative of Mayor Carter H. Harrison
Citizenship ..... Mr. Charles E. Merriam
The Short Ballot ..... Edwin Cassells
Chicago Fire Department ..... Chief McDonald
Chicago Police Department ..... Chief Schuettler
Woman's City Club .... Miss Anna Nicholes, Supt.
City Club ..... Spencer Adams, Secretary
10:00—Band ..... Olivet Institute

Coffee served

7:30—Woman's Gymnasium—For children only
The "Snow Witch" ..... Seward Park Children

Motion Pictures

Numbers Reached

In this particular exhibit at Seward Park, a separate assembly room was found for the children, making pos-

sible a distinctive programme for them when the other session was in progress. This gymnasium was filled three times during each evening with audiences of five hundred children. Finally the playground was utilized, benches placed thickly for the audience, and the moving-picture machines installed to throw the pictures on the side of the building. In the meantime the audience room of the adults, with a seating capacity of seven hundred, was full, and the exhibit room had a continuous stream of interested people who were attracted to a closer study of the exhibit by a corps of "explainers." This particular exhibit boasted an attendance of twenty-nine hundred people during its four days. The exhibit never failed of an audience.

In beginning an exhibit, local committees would go into it with discouragement, feeling that while it might attract in other localities, people were hard to get out in theirs. By distributing programmes; by placing effective posters, sometimes made by the school children; by inviting local groups of women to serve tea in the various after-rooms; by arranging the presence of the children in their attractive exercises for the programmes; by advertising in street cars, space being gratuitously granted; by good press work, every one in the community knew that something was happening, and wanted to have a share in it. The success of a traveling exhibit depends on the extent to which it is properly advertised, as it can remain but a few days. This problem was so ingeniously and industriously met

by the local committes that the smallest number attending any exhibit was three thousand, and the total number was conservatively estimated to be over one hundred thousand.

Local Committees

The local committees entertaining the exhibit were made up largely of the ward leaders of the City Club, who solicited the aid of all other organizations of both men and women in the community. Screens showing some local condition or need were several times added to the exhibit, arousing much interest in community problems. The principals and teachers of the neighboring school did valiant work in helping with the advertising of the exhibit and the programme. So valuable was the spirit engendered by this working together,—a work big enough and broad enough to include all,—that many committees felt that the gathering together for the preparation for the exhibit was as valuable as the exhibit itself.

Corps of "Explainers"

That in the midst of entertaining playlets and orchestras by the children, arousing civic talks by noted leaders, the actual exhibit itself should not be lost sight of, a corp of "explainers" was organized about each exhibit. These teachers would meet one or more times before the arrival of the exhibit, and have the lesson of the exhibit taught them, and then it was their duty to station themselves in front of a series of screens and call attention to its lessons, answer questions, and

HOUSING CONDITIONS IN A GREAT CITY
Why permit such disease spots as this? Demand a "clean up" and keep after it until secured

so help make the screen vivid to the stream of people passing by. To assist this corps of explainers, a Hand-Book of the City Welfare Exhibit was issued, which gave supplementary information concerning the statements of the screens. When it was difficult to get enough grown persons to explain the exhibit, eighth-grade children were invited and formed enthusiastic and intelligent helpers.

A little girl in the heart of the Ghetto, after seeing the exhibit in West Park No. 2, wrote the following: "All of the pictures were how to keep you healthy and good, and if all the things that were exhibited there were obeyed, this would be a healthy and clean city."

Results

It would be impossible to sum up all the results of the City Welfare Exhibit. Whole communities were awakened to civic problems. Movements for playgrounds, cleanliness, wider use of the schools, and a better solution of civic problems were furthered. People found each other in working together for this neighborhood enterprise, making further association for civic betterment easier.

The exhibit formed the best possible background and propaganda for the various reforms that the Woman's City Club had in hand. "Never again can the city officials put over a bad system of waste disposal," said an influential citizen, "because the Woman's Club, by its screens and stereopticon lectures, has taught the

people that there are good methods." The exhibit has been estimated as so valuable that it is to be made a permanent feature of the undertakings of the club.

The Civic Traitor

Never before, for any purpose, have the public schools reached such numbers of people and been able to bring to their attention such vital topics as presented by the City Welfare Exhibit. It has been felt on all sides that these exhibits aroused throughout the city a new spirit of responsibility, and a strong appeal that the city no longer be regarded as an opportunity for exploitation for the personal profit of those who are lucky enough to get into places of power, but as an object of self-sacrifice and loyalty. As Charles E. Merriam said at one of the exhibits: "The greatest grafter is a man who will take all the advantages of a free government, accept the institutions founded by his forefathers, accept all the privileges and protection of government, and then give nothing in return. A civic traitor is worse than the traitor of war times, for he betrays not only the living but the dead who placed the government in his hands."

To arouse to civic action by a strong and intelligent appeal, is the mission of the City Welfare Exhibit.

FIRST STEPS

Women and the Human Need

To connect the technical expert knowledge of city and community government with the human need that

it is designed to serve, seems to be distinctly woman's part.

The grip of the community on her home and children is so close that she is never in danger of losing the effect in the cause, of becoming lost in the intricacies of administration, and forgetting the final goal — the welfare of the citizens.

Arousing Interest in Governmental Functions

It may seem difficult to take the first steps in arousing the mass of women to an interest in the various city's departments,— their functions, limitations, and possibilities. The Woman's City Club adopted a practical method that may be easily adapted to any community. In the City Welfare Exhibit, a series of panels known as the City Hall Screens were introduced. They were designed to spread a knowledge of the form of government of Chicago. It was recognized that many important changes of the city politic were before the people, such as a new charter, a constitutional state convention redefining the city's powers. It seemed of paramount importance that the present governmental form of the city should be clearly understood by all the people that the proposed changes might be adopted with intelligence and might be built upon a safe foundation.

These statements of the various departments of Chicago's government were made as simple and popular as possible, and attracted unusual interest when circulated throughout the city with the City Welfare Exhibit, in

the various school houses, parks, and settlements. They are given here in detail, hoping that they may prove suggestive to others in arousing interest in this rather difficult and not wholly popular line of civic education.

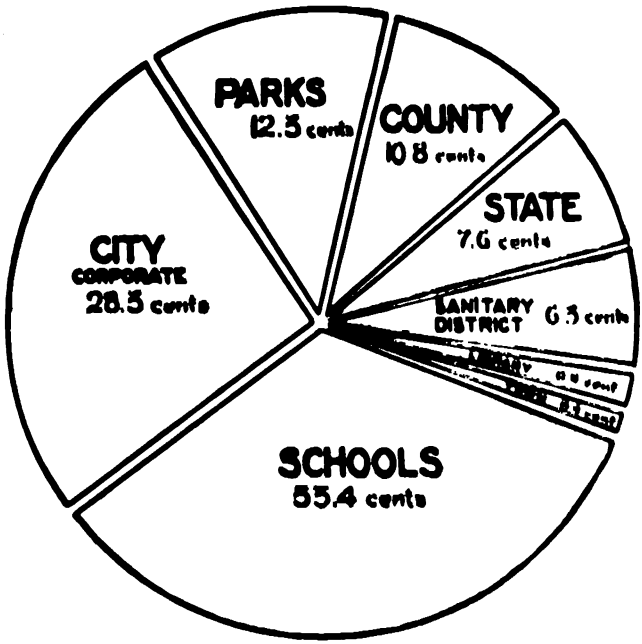
The first screen, "Madam, Who Keeps Your House?" has already been mentioned, and attracted attention by pointing out the number and variety of functions of the home that are under the control of the various city departments.

The two screens on city finance, called "Chicago's Ledger" and "Chicago's Pocketbook," showed the apportionment of the city's revenues, and the complicated and antiquated system of taxing that prevails in Chicago. In general, state control over city finances has been found necessary to correct municipal extravagance. Chicago's tax systems need simplifying, and furnish one plea for the necessity of a new city charter.

Even in the early colonial municipal charters, the Mayor was assigned an important position in the city, and had extensive powers in city administration. The position of chief executive, as shown by the screen in "The Mayor," is an important one in showing how large are his executive powers. The length of the terms of office of Mayor differs in the various cities. In Chicago it has been recently lengthened to four years. The tendency to-day is to give to the office of Mayor greater scope and more influence, particularly in larger cities. In general, the powers of the Mayor are executive.

Chicago's Pocket Book.

WHERE THE TAXES GO.



THIS SHOWS THE DISTRIBUTION OF EVERY DOLLAR OF TAXES

THE SCREEN SHOWING WHERE THE TAXES GO

The City Council

The screen on the City Council showed a city map with each alderman's name written in the ward he represented. It gave the duties of the council, and emphasized the fact that they are elected to represent the people.

Formerly, in cities, the City Council was the chief and only governing body. But of recent years there has been what the sociological writers call "a decay of the City Council;" indicated by many signs. In general, the powers of the council are legislative, and may be described as: first, ordinance power; second, power to determine the field of municipal activity, and third, financial power.

In the early days of the United States, reliance for public order was placed upon constables and night watchmen, who went through the town to cry the time at night, state the condition of the weather, and give alarms of fire or attack. In the middle of the nineteenth century there was a tendency to appoint police commissions under the state, but in New York, Chicago, Detroit, and Cleveland, return has now been made to local appointment. The screen showed the organization of the Department of the Police force of Chicago and their duties. The further utilization of the police force to serve notices, distribute city ordinances, take the caucus, and perform other civil duties seems to meet with favor.

The organization and expenditure of the Chicago

Fire Department was shown on the screen. The analysis of the causes of the fires of the past year is given, and should have wide publicity, as it clearly indicates that much of this waste by fire could be eliminated with greater care.

The Board of Education

This screen was designed to show the organization of the school system of Chicago and the diversified opportunities offered by its various departments. In the middle of the seventeenth century, the establishment and maintenance of public primary schools was made obligatory in Massachusetts. It is only since 1850 that the cities expended considerable funds for education. The work of the public schools is almost invariably carried on by boards of education, which are of two kinds: those which are departments of the city governments, and those in which the School Board is treated as a public corporation having power to raise its own funds by taxation. The Board of Education of Chicago is of the first class. Fifty-five large cities elect their school boards. The Mayor appoints the Chicago School Board, subject to the approval of the City Council. The general tendency is to reduce the number of members serving on school boards in the interest of efficiency.

The various services performed by the Health Department of the city were indicated on a screen. The head of the Health Department in Chicago is the Commissioner; in New York the board form is used.

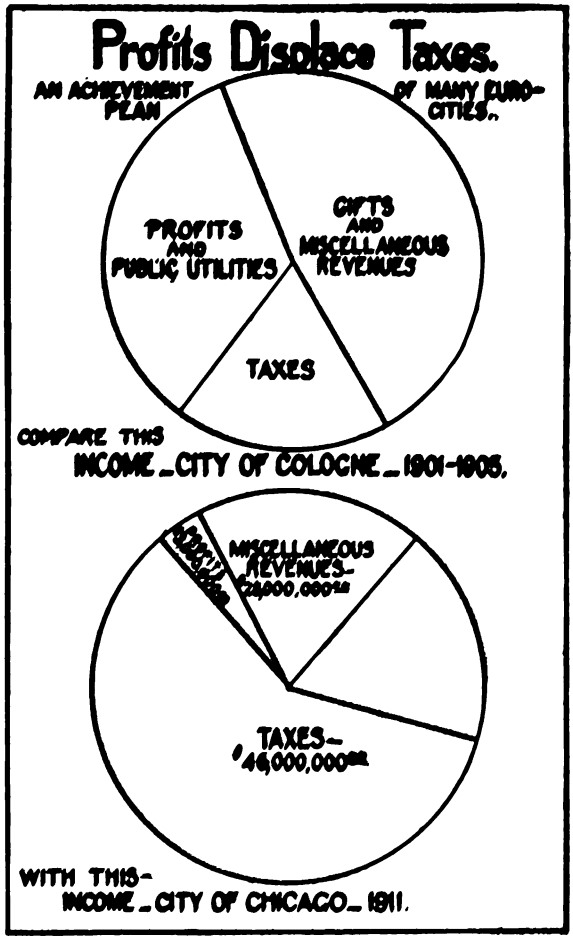
This list of screens is entirely incomplete and does not show some of the most important departments, such as the work of the Commissioner of Public Works, the Streets and Alleys Department, the Building Department, the Water, and many other bureaus. It is expected gradually to complete the series.

Smaller communities could well include panels showing a comparison of local conditions with those of other towns, that would help vivify their own needs.

The Old World to the New

That the outlook might not be too local in its scope, the City Welfare Exhibit included an interesting series of eighteen panels on "What the Old World Has to Teach the New," material for which was gathered and prepared by Mr. E. L. Burchard, Director of Exhibits of the Chicago School of Civics and Philanthropy.

They showed cities so well conducted that the cities' undertakings paid all the cost of running it, and taxes were unnecessary; that the municipal business undertaken by them was so skillfully managed that not only did the business maintain itself, but the whole city government as well, making taxes unnecessary; cities where the food supply was made cheaper in price by its provision of markets, and where every-day living was made easier and less costly by building and maintaining public conveniences in every ward; homes built by the city for workmen at one-half the rent he was accustomed to pay, comfortable and artistic houses built



IN EUROPE PROFITS DISPLACE TAXES

in an ideally planned part of town; factories so well regulated as to conditions of life and health that work was made enjoyable and interesting; public theaters and concert halls where the city entertained the citizens; and the streets that were virtually outdoor art galleries, inspiring them to the higher enjoyments of art; and the city controlling its surrounding area and planning for fifty years in advance, so that it would grow naturally into a more beautiful and comfortable city.

Finally, all these benefits were considered part of the every-day duty of city officials who, from the Mayor down, were promoted solely on the score of merit or experience in managing other cities—often obtained through newspaper advertisements that searched the country through for the expert needed for this particular work.

"This is what the Old World has to teach the New. This is why the Woman's City Club circulated eighteen screens in its exhibit, illustrating Foreign Cities' Advancement. So many cities of Europe, especially in England and Germany, have actually achieved the civic results of which the screens but hint, that Europe, according to competent critics, is estimated to be from twenty to thirty years in advance of America. Is it not time for all of us Americans to put our shoulders to the civic wheel?"

PRACTICAL METHODS

Education of Community Active

Too much stress cannot be laid upon the value of proper education in arousing civic consciousness. The education that includes all the people has the seed of events in it. As one writer has expressed it: "From all parts of the country comes evidence that our wanting and seeing have gone far beyond our getting and our knowledge of steps for getting." To acquire this knowledge and accomplish civic reforms requires an enthusiasm that will not brook defeat. For one is appalled when he faces the inertia and indifference of the multitude. In the midst of general indifference, to arouse civic enterprise, means to use every known resource of popular education.

Outline Study of a Ward

The outlook in a big cosmopolitan city like Chicago for community action seemed particularly difficult when faced by the Woman's City Club. One of the first methods used was to form the members of the club into ward organizations to study their local community needs. The following outline was used:

WOMAN'S CITY CLUB, CHICAGO

Boundaries
Population
Number of Children
Nationality
Number of Schools—Churches—Settlements—Parks—Playgrounds—Dance Halls—Saloons—Pool Rooms—Suspicious Hotels—Jails—Court

General Conditions of Streets — Paving and Lighting
General Conditions of Alleys
General Housing Conditions
Infant Mortality
Juvenile Delinquency and Dependency
Agencies Working in the Ward — Public; Private

To secure the information needed for this study of a ward, the members would necessarily become somewhat familiar with the Public Documents Room of the Public Library, with the Board of Health, the Sanitary Department, and the Juvenile Court.

The result of such a study would be that the needs of each community would stand out; the fact that "our ward," though it contained 90,000 people, equal to combined population of Peoria, Quincy, and Springfield, had no playground for its children would come to light, and assume large importance.

The number of school halls opened as social centers, in proportion to the number of dance halls, pool rooms, and saloons, and these numbers compared to the population of the neighborhood's young people would seem a vital question. In other words, through this study, women learned really to know their community, not with the partial view that comes of looking up and down their own streets from their own doorsteps, but by facing the problem of the whole neighborhood for all the children of the ward. This local community study is of especial value in large cities and towns, as it helps keep city functions close and humane, and the balance of reform just and true.

Civic Leaflets

A series of civic leaflets, not too technical, but bearing upon the immediate question before the community, issued in sufficiently large numbers to make an impression, and carefully distributed, was found to be one of the best means of civic propaganda. The first leaflet issued by the Woman's City Club was on the unification of the Park System in Chicago, showing the waste of funds and of efforts under the present plan of having several Park Boards where one would serve the city's need. This was followed by a leaflet on City Waste, entitled "Wanted — A City Plan for City Waste," a leaflet which was soon exhausted. Leaflets on other topics have followed. The interest in the ordinary Club Bulletin cannot be compared in importance with these city circulars, for they deal with subjects that count in the community's life.

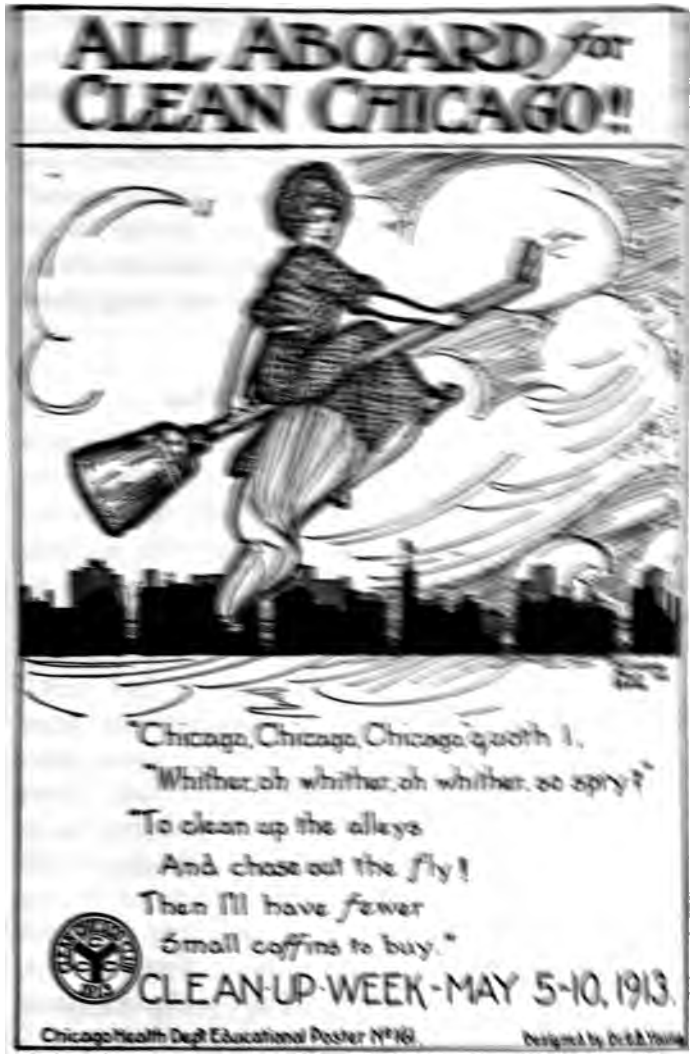
Camera Contests

To bring the children into this city education, by training them to use their eyes, a camera contest was arranged. They were urged to take pictures of conditions in which the citizens would take pride and those which they would desire changed. An interesting series of pictures came in, which were on exhibit in the downtown clubrooms. They included scenes of a beautiful pageant given by a North Side school in Lincoln Park, and of a wonderful flower exhibit held at the Art Institute; while on the other hand there were also pictures

showing heaps of rubbish in back alleys, and school yards so crowded with little people as to furnish a plea for more playgrounds. One clever young camera artist had taken a picture of the long line of people that formed out of the County Building, down one block of sidewalk, all waiting to pay their taxes, and had labeled it "This is the way the County treats the people who want to pay their taxes." A picture taken of a group of boys playing ball on the top of a five-story tenement house, showing the boys standing perilously near the roof edge, furnished a vivid plea for a playground. The Camera Club of Chicago was of great assistance in carrying out the contest, and presented to the three best artists enlarged copies of their own pictures.

Posters

Effective posters helped in the city campaign. The one designed to show the relation between the home and the city, entitled "Madam, Who Keeps Your House?" was originally prepared for a screen five feet by seven feet, for the international municipal exhibition held in Chicago at the Coliseum. This was reduced to smaller size on cardboard, and demand has come for it from all over the world. Smaller cities and towns have copied the idea and connected their homes with the various departments of local government. In these busy times, to get so graphic and distinct a lesson of civic responsibility at a glance, is invaluable. In the "Clean Air" crusade, posters were used with good suc-



POSTER USED FOR CLEAN-UP WEEK

cess showing the young "clean air" crusader battling down the mediaeval walls of shut in ignorance. These were placed in schoolhouses, industrial establishments, car barns, and homes. The city clean up day brought a clever poster, drawn by a member of the Health Department, Dr. Francis Drake, showing "Miss Chicago" cleaning up with her broom that there may be "fewer little coffins to buy." This was reproduced into a large poster and used during "clean up" week, being placed in depots, public halls, and stores.

Moving Picture Shows and Films

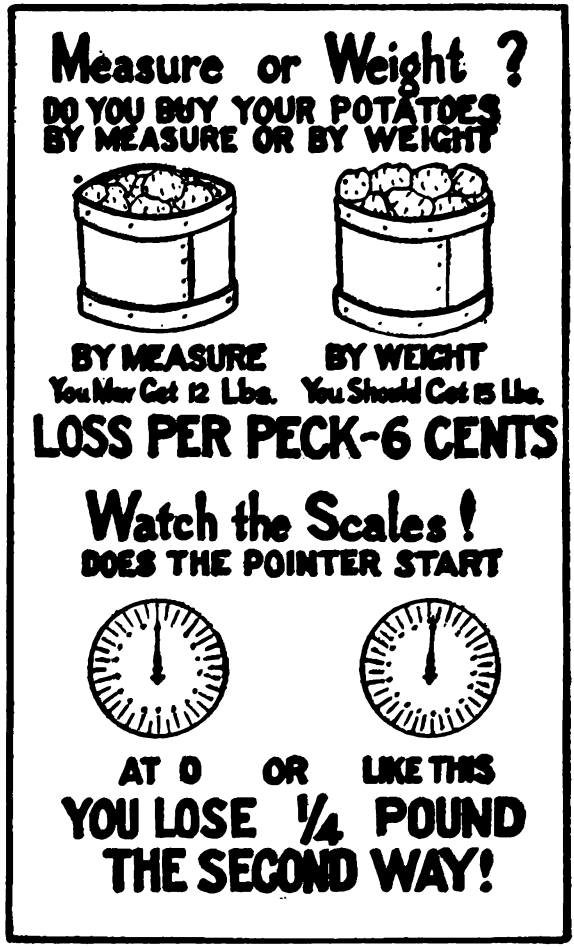
In connection with the City Welfare Exhibits, civic films were used with good effect. In these days when schools are equipped with moving picture machines, and they have become so readily accessible in many quarters, it is a pity not to use them in this campaign for civic education. The Board of Health of Chicago willingly gave the Woman's City Club the use of their films —"The man who learned a lesson on bad milk," "Chicago's most dangerous wild animal, the house fly," and a "Plea for birth registration." Films showing the use of schools as social centers, the "Street beautiful," a plea for better buildings, and also one on city waste disposal, are procurable from the commercial film companies. No more popular form of driving home the community's need, of preaching a sermon for civic righteousness can be devised. From the first, the Woman's City Club coveted the audiences found

in the moving picture shows, and through the courteous permission of one of the owners who assured the trembling orators that the audience "would stand anything for ten minutes," stereopticon pictures of various phases of the city have, at different times, been shown with brief comment. The effort to increase the number of bathing beaches in Chicago, where there were but four public beaches in twenty seven miles of shore, led to the giving of an illustrated lecture in vaudeville houses in the city, and the plea of the pictures for beautiful beaches received quite as much applause as the trained dogs which followed. Three new public beaches were opened in two years.

Processions and Civic Pageants

To secure a playground, a ward organization of the Woman's City Club organized a procession of children who marched through the heart of their district carrying banners and pennants which they had made, inscribed "Room to play" The long line of children filing by was a very convincing argument. This was followed by an evening meeting in the largest local hall to which judges, park commissioners, and citizens generally, were invited, and the eloquent appeals of the speakers followed up the living plea of the afternoon.

When one considers the romantic and thrilling history of our American communities, one realizes what an appeal to local pride and loyalty could be made by



PRACTICAL INSTRUCTION TO HOME WIVES

the historic pageants. What young person could scorn his native place if he had a vivid picture of the struggles and heroism which had gone into the foundation of the community in which he lives in peace and comfort?

Postal cards have formed an inexpensive and telling method of carrying a brief city message. The Food and Markets Committee of the Woman's City Club, wishing to notify the home wives of the city of changes in the food ordinances, issued a series of post cards of which the following is an example:

Woman's City Club of Chicago

FOOD AND MARKETS COMMITTEE

NOTICE TO CITY HOUSEWIVES

WHEN you go marketing, if you buy by the pound, remember that—

1 peck of spinach weighs	8 lbs.
1 peck of apples weighs	12½ lbs.
1 peck of carrots, turnips, parsnips or sweet potatoes weighs	15¾ lbs.
1 peck of onions weighs	14½ lbs.
1 peck of potatoes or beets weighs	15 lbs.
1 quart of string beans weighs	¾ lb.
1 quart of cranberries weighs	1 lb ¼ oz.
1 quart of dried apples weighs	¾ lb.
1 quart of dried peaches weighs	1 lb ¼ oz.
1 quart of dried peas weighs	1¾ lbs.

The city ordinance (passed December 4, 1911) requires that all vegetables, fruits, meals, butter, cheese, etc., shall be sold by weight or numerical count or in the original package.

Note—Put This in Your Pocketbook for Reference When Marketing.

HOW WOMEN ARE PROTECTING HOUSEWIVES AGAINST SHORT WEIGHTS AND MEASURES

Booklets

An interesting and valuable booklet was prepared by Miss S. P. Breckinridge on "Ordinances for City Housekeepers," and widely distributed. This was followed by a large edition of a booklet compiled by the Chicago Woman's Club on "City ordinances you ought to know," bearing on the cover "Ignorance of the law excuses no one." This has proved a great aid in civic education.

In conjunction with a ward welfare exhibit an attractive little booklet was compiled stating the case of the city child and called "A Trilogy of Childhood."

The Press

Ever and always one's best method of propaganda is the daily papers. If their representatives are met with sincerity and fairness their coöperation is easily secured, for civic education covers a range of topics that is of interest to the whole community. The good results of meetings, work of committees, trips of inspection, are multiplied many times when given good press notice. A call upon the city editors will secure definite coöperation for a given campaign and cartoons, editorials, and extended notice quickens the desired result.

Bibliography of Civic Books

In every community there are thoughtful people who still read solid matter. The public librarian will gladly prepare a list of civic books accessible to the

readers and give the register numbers. In the Woman's City Club we found that the early spring was a good time to circulate such a list as summer affords to many leisure time for study.

A bibliography giving some of the most valuable and recent books on civics with especial reference to the city as a function of government and including valuable local reports and pamphlets was issued by the Club.

Lecture Courses

In the end there is, perhaps, no better method of teaching than by the lecture. Every community has these natural teachers who are invaluable in campaigns for civic cleanliness and righteousness. The Woman's City Club of Chicago conducted a lecture bureau that drew into its services the finest lecturers of the city. Hundreds of talks on civic questions, the subjects practical and along the line of the Club's campaign, have been given under its auspices, the audiences being found in clubs, churches, and schools.

Civic Organization for Young People

Junior City Clubs may be formed among the young citizens of the city. They require enthusiastic leadership but repay a hundredfold the effort spent in their organization. Civic creed, civic songs, and original research into the city's work directed by their leader make up the programme. When we turn to the young people we turn with a great hope and yearning, for after

all, these big municipal enterprises, these elaborate city plans cannot be compassed in one generation, and when we have wrought for our times with what skill we may, we can turn in high hope to the children who will complete our labors in their day.

MAKING THE CITY WORK

Social Betterment Through Government

If it is true, as we are told, that "there will never come a time when the most direct means of promoting health, education, and opportunity will not be through government," how important it is that the body of citizens should become intelligent concerning the possibilities of governmental function and learn to coöperate with officials for civic betterment. A general demand for better community life, a vision of a purified city, is not enough. Citizens, housekeepers, teachers, social workers must learn what to demand of their city; must know the next step, and then take it. In other words, they must make the city work for human betterment.

Coöperation With City Officials

The coöperation of citizens being secured by wise and popular means of education, there remains the necessity of securing the coöperation of the city or community officials that have to do with the various reforms attempted. Citizens are often unreasonable

IN THE SHADOW OF THE CAPITOL
Showing the Wretched Housing Conditions of a Section of Washington, D. C.

in their demands upon public bureaus, asking for reforms that would necessitate illegal acts by the officials of the department. It is essential, then, to regard the limitations of administration in requests for coöperation. When approached with sincerity and respect, many more officials welcome the aid of the laity than would commonly be supposed. Even poor officials may sometimes be stimulated to do good work if they feel the push of popular demand behind them. At times suggestion, with patience and persistence, will bring about the desired end.

Coöperation for Women Prisoners

Recently in Chicago the old Harrison Street Police Station, with its hideous annex for women, was to be torn down and the quarters moved to another building, an old building but one where there was a possibility of a more sanitary and convenient equipment. Questions concerning the condition of the quarters of the women prisoners arose. Officials said that they did not believe in giving "that type" of women luxuries. The Woman's City Club was appealed to and the prisoners at the annex were urged to state their needs frankly. They asked for a place to wash their clothes, their undergarments, and shirt waists, that they might be clean and appear well in court. A call on the city architect resulted in a rearrangement of the plumbing and provision was made for their reasonable request.

Women and City Babies

Perhaps the first public interest of women in making the city work will be in the efforts of the Health Department to save the babies. It is not an unreasonable demand to make of a city or community that it give such conditions that children born in its limits can and will live. Dr. Weber tells us in his "Growth of Cities in the Nineteenth Century" that the great problem of early cities was the keeping of their citizens alive. Cities became depopulated because of a lack of knowledge of sanitation. In many cities even today the birth rate is smaller than the death rate. The number of citizens with loyalty for the city is thus greatly lessened, for no numbers of people coming into a city can equal in value the native born person, who has a great stake in his community because his relatives, his neighbors, are there, and because it is the city of his birth. At the wonderful Child Welfare Exhibit significant pictures and charts were shown of the long line of little white hearses that winds through the city each summer and contains the babies who died from preventable diseases. The loudest cry for the new city that is growing in the midst of the old, comes from below and asks for the life of city babies.

The Woman's City Club felt that an emergency existed when told that 6,000 babies died each summer from preventable diseases, paying the terrible cost of city life. The Health Department recognized the problem most fully and was meeting it with courage and

A STRONG AND STARTLING POSTER

ability. But with a limited appropriation and with the seriousness of the problem, they needed help.

The Child Welfare Committee of the Woman's City Club bought hundreds of yards of mosquito netting to be used by the nurses in screening rooms where babies laid, and putting over cribs and buggies. Realizing that the campaign to save the babies was largely one to educate the mother, in conjunction with the Health Department and medical societies, they arranged stereopticon lectures which were given in summer evenings on the streets in the crowded quarters of the city, a neighboring wall of a building acting as a screen for the pictures thrown upon it. The women gathered the mothers into groups in the parks of the city, and gave them simple practical talks on baby care. The leaflets of the Health Department were distributed, and the Club helped prepare a list of baby stations throughout the city so that all might know the nearest point of appeal for help.

Six thousand babies dying of preventable diseases yearly in a city! It is a bugle call summoning women to civic action and patriotism, just as the war cries of old summoned the warriors to the defense of their country. This slaughter of the innocents can be stopped only by women and is a call to city mothers for civic patriotism.

Women and City Morals

Not a year passes but each locality meets some new problem requiring quick and decisive action. In Chi-

cago during the winter of 1913 through a combination of circumstances the city council was brought face to face with the problem of the social evil, and to decide whether a segregated district should be established within the city limits as a means of regulation. The Woman's City Club, drawing into cooperation numerous other organizations, took the initiative in opposing this method of solving the problem. The meetings of the council committee to which this problem was referred were so crowded with citizens that it was necessary to meet in the council chamber itself. That a clear and not too prolonged a presentation be made, Miss Jane Addams, with the consent of the chairman of the council committee, was placed in the chair and carried through the carefully prepared program opposing segregated districts of Chicago from many angles. This activity on the part of the citizens brought about a favorable decision, and Chicago escaped the evil of having a system of segregation that would bring it a dangerous and false feeling of serenity. The cooperative committee formed to meet this need was so valuable that it has continued as a morals committee rendering worthy service.

Women and Garbage

Underlying the problem of saving the babies and bound up with the task of good city housekeeping is the city system of caring for and removing city waste. The universal demand in civic enterprise is

for a clean city. It is immoral to work for the beautifying of a city while there is no proper place for the disposing of its waste. This line of work is often the beginning of the civic interest for the women of a community. For it is not an extreme step to take the housekeeper from her kitchen sink to her garbage pail in the alley, and thence to the final disposal of her refuse. No one but a woman who has to meet the washing and scrubbing, the daily losing struggle with dirt for herself and her household, will ever know what labors a filthy city entails. It was never difficult to get together a committee on garbage, for the necessity for solving this city problem was felt in every community. But accomplishment was difficult.

The committee of the Woman's City Club faced the fact that in two years the contract with the present disposal plant would end, and that the city would be in a position to do something about garbage. The present system had proved wholly inadequate to the city's needs. The garbage was in many cases carted through the streets in open wagons. Garbage was carcried from one ward and dumped in another ward on dumps operated by the city. The committee inspected these dumps and found refuse from hospitals, rotting fruit from fruit stores, and garbage from kitchens, deposited; thus breeding flies and disease. They visited the unsanitary loading stations and the reduction plant with its piles of rotting garbage. When studied, the system was found to be without central

THE WAR AGAINST STREET FOUNTAINS AND PUSH CARTS

authority, having three public departments and six private agencies responsible for the city waste. Information was collected from foreign cities showing various methods of garbage disposal, of the ashes, and the conclusion was reached that a problem of such immensity as collection and final disposal of the ashes, refuse, and garbage of a city of 196 square miles, containing over 2,000,000 of people was an engineering problem and needed a civil engineer who would recommend an expert plan. In the face of difficulties, almost unsurmountable, the committee commenced a persistent and insistent demand for "a city plan for city waste." Leaflets referred to were issued; doggerel was employed, such as—

> Any number of departments
> Caring for our waste;
> Woman's City Club wants one,
> And wants that one in haste.
>
> ———
>
> There was a man in our town
> Who thought it was no sin
> To have a fine old clay-hole
> To put the garbage in.

And, again,—

> Rock-a-bye, baby, out near the dumps,
> When the wind blows it brings flies in lumps;
> When the flies come the babies will fall,
> Unless Woman's City Club ousts dump and all.

Pictures, maps, and posters were shown in the City Welfare Exhibits, showing Chicago's bad system in contrast to the expert ways in which other cities handled their refuse. Probably, however, no influence

was so potent as the lectures given during a period of two years in all parts of the city by Miss Mary McDowell, whose years of residence in a dump neighborhood gave her the experience of the human need of city sanitation.

Though the women were continually told that Chicago never "did it" that way; that we had better appeal for an incineration plant at the Bridewell or a reduction plant at the edge of the city, and though the close of the period of two years drew nearer with no expert plan in sight, when the contract with the reduction company would expire, the women refused to be turned aside from their demand. It was a bigger thing that they wanted than one sanitary neighborhood; it was an expert city plan towards which the city could work. Finally, in the closing days of the council, after provision had been made to purchase the reduction plant to care for the need of the city, a commission was appointed on garbage and ten thousand dollars appropriated for a scientific investigation and recommendation to meet the city's needs, and on this garbage commission two members of the Woman's City Club were appointed to help solve the problem of the city's waste in an expert way.

Women and City Homes

No one can realize what it means to human beings to live in the midst of the distressing ugliness of our modern cities. Is there hope that women can help

here? Surely her efforts to beautify will not stop when she loops back in her front windows the most expensive pair of curtains that she can afford and looks out to see the street, the vacant lot, the city, getting a vision of it as a beautiful, cleanly, orderly place, she will give the same intimate plans to its improvement that she has given to her own home.

"Clean Up"

The Woman's City Club "Clean Up" work was a city wide campaign. At the solicitation of the Club the Mayor wrote a letter to the school children urging their assistance in cleaning the city. This letter the Club had printed and distributed by the wagons of the Board of Education, and it was put into the hands of every public school child in Chicago. Translated into various foreign languages it was distributed, with other leaflets, to the foreign speaking children through the parochial schools.

The city put forth special efforts and promised to cart away any waste that was gathered into heaps. Lists of the telephone numbers of the ward superintendents were scattered widely. Shop keepers were enlisted in the service by special pamphlets; housekeepers as well as the children were urged to observe the "Clean Up" week. Street cars gave space to the message of the endeavors for a spotless city. Public bonfires were made in outlying districts closely supervised by the fire department. The Boy Scouts were defi-

FOR A CLEAN CITY: A GOOD POSTER

nitely enlisted, and did effective work on vacant lots. Bill boards and bill poster companies were asked to help make a clean city by care in handling the papers and refuse in their work. Wholesale grocers' associations and all the various trade organizations were enlisted. The commercial value of cleanliness to the community was constantly urged. Funds were solicited by letter and direct appeal was made to business men and organizations of all kinds. The printing necessary to cover so large a city as Chicago at all adequately proved very expensive. Every public utility was pressed into service to the uttermost, and the money raised from private sources met the other expenses incurred. The week produced definite results. Its message proved an education to the careless average citizen who throws papers and rubbish regardless of effect. Perhaps the greatest value of "Clean Up" week was the hope that it engendered that something might be done, even in dirty Chicago; and the well learned lesson of the results of "getting together."

Women in All City Lines

The field is limitless for women's efforts. The suppression of the smoke nuisance, the extension of the work of municipal libraries and museums, the wider use of the public schools, enforcement of laws for controlling the conditions under which food products are prepared and foods are sold, the manner in which community cares for its prisoners, its poor, its sick, and all

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human problems, come within the scope of her activities. The citizenship that will stimulate the home to fulfill its function beautifully and healthily, and that will care for the needy and unfortunate makes a larger demand upon women today than ever before, and there is every evidence that women will meet it with courage and enthusiasm and make the city work for noble ends.

WOMAN'S LATEST CALL

Early Public Efforts

In the early days of the city, women were busy doing the individual adjustment needed to keep their homes abreast of modern conveniences and ways. That the city was molded by the helpless presence of women and children was evidenced in many ways. Unfamiliar, surrounded by new and strange surroundings, immersed in concern for the children of their own families, the women reached out, nevertheless, to care for the orphans and dependents in their midst. The effort, however, was that of individuals or a small philanthropic Board of Ladies, and was not sufficiently universal to be called a woman's movement.

It was a long step from individual to collective action, for women to get together into clubs. The type of programmes of those first days of club life is familiar to all, for at the present time there exist all the various types of clubs in all stages of the development of the club movement. But growth is rapid,

and a club that one year will consider on its programme only literary subjects, will the next year begin serious study on the topics of the day and practical work for the community. There was an interesting example of this in a small town where one year the programme included only such subjects as "Our Great American Poets," while the next the club discussed a very real and vital question "The influence of resorters on our village."

Clubs in all the various stages of development exist, one cannot predict from year to year their activities; they are rapidly modified, and the broadening influences of the day are many and varied.

Federations

The club gatherings into local, city, and state federations has a unifying influence, and has brought definiteness into the woman's movement. In 1876 the Chicago Woman's Club was organized. It was seven years before the members discussed the question as to whether the club should do practical work. This was decided in the affirmative, and a kindergarten was opened in one of the public schools, supported and supervised by the Chicago Woman's Club.

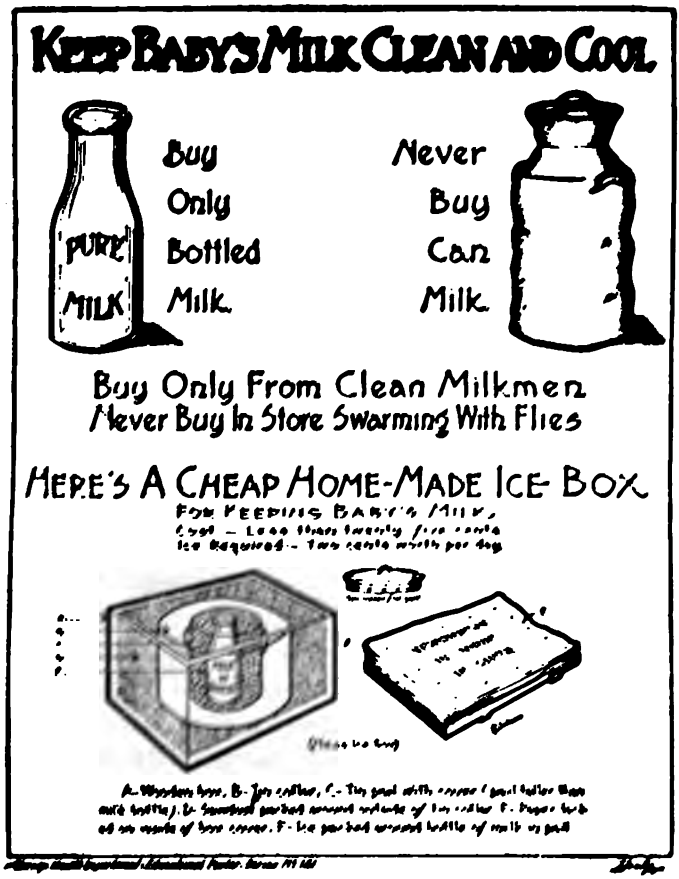
The same trend that is found in our schools, the solving of the near problem in an expert way is found in the club undertakings. Since women have found each other in the club movement, they have had a marked influence in forming the social and educational life of

communities, and have carried many reforms to success. A long and imposing list of activities of Women's clubs covering many phases of human endeavor, could be made. Showing a wise adaptability, women have carried out the spirit of the motto adopted by the General Federation of Women's Clubs,—"Unity in Diversity."

Women and the Public Schools

The history of the development of the public schools could not be written without reference to the activity of the women in all of the advanced movements, for they have been responsible for the establishment of kindergartens, opening of vacation and night schools. The introduction of manual training, cooking and sewing, and the extension of the public school system to the young confined in reformatories, these movements have not only been inaugurated by the influence and demands of women's organizations, but more than this in many cases they have been supported and supervised by them until their usefulness has been proved, and the public has taken their maintenance and control from the women's hands. Women's organizations have founded public libraries for their cities, have established and equipped playgrounds—and what have they not done for the children? Crèches, clothing for the needy public school children, penny lunches, public school scholarships, orphan asylums, summer outing camps, and university and art school scholarships, go to make up the long list. In their community work they have se-

cured public parks and have cared for neglected cemeteries. But there is and has been a curious lapse of interest or initiative on the part of women in those movements which have to do with the functions or structure of the city *per se*: in the city as an organ of government. This is very easily explainable when we remember that women are not citizens. These kinds of questions have been considered politics and relegated to the men who are the voters. These vital city questions concerned the city as a business corporation, as a political body, and in the past women were not supposed to be interested, and have not been generally intelligent on questions relating to the structure of the city. But women have been informed concerning the social needs and problems of the city; interest in this other group of questions that arise when one considers the city as an organ of government, questions vital to the city's welfare can be aroused only with the intelligent understanding that the compulsion, the "must" of the organized city, may help solve the complex problems of community social life. Take the effort to keep alive the city's babies; it is a noble work to pay for district nursing for the poor babies of the congested city neighborhoods, and through their ministrations many pitiful little lives are saved to serve the city. But it is surely better to be able to secure an ordinance that requires that the milk that feeds all the babies of the whole city be thoroughly pasteurized, handled in cleanly ways, and carefully delivered — and



THE CARE OF MILK IN SUMMER

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thus save hundreds from illness and depletion of strength by calling upon that "must" of government, a city milk ordinance.

It may not seem a matter of much moment of what form the organization of a Department of Health takes in a community when considered in its purely technical aspect. But when one connects up this city department with the babies dying from preventable diseases, or with the typhoid fever epidemic due to bad water and milk supply, permitted by an inefficient or dishonest health inspector, the question of whether a single commissioner or a Board of Health secures the best results becomes vital.

Women organizations have been working with the public school boards for years; hundreds of dollars have been raised by their various groups to support manual training and various advanced educational policies to supply the needs of the city children. But how many organizations have studied the methods of raising funds by taxation for school purposes and the various powers of the school Boards?

Without undervaluing the work of the past and the value of experimentation of the privately supported enterprise, it would seem that we might make great advance when the public spirited citizens of a community desert, for a time at least, the partial result that comes from private effort and push with intelligent enthusiasm the compulsion of the organized city to solve the city's needs.

Scientific Organ of Government Needed

It is of paramount importance to the city, therefore, to secure the best and most closely adapted organ of government, that it may meet these difficult questions which its very existence brings to pass, and may solve them in the way to make it possible for the city to realize the "hope of democracy." The governmental form of the city, the town, the township, and county, should be clearly understood by all the people. It is of moment to have an intelligent interest in city contracts with public service corporations. Now that the functions of the modern city have been extended to include every problem of public welfare, a new understanding of the possibilities of coöperative effort is thrilling the minds of the people.

Does the woman come in? Whether she has the vote or not she cannot stay out. The modern city has her, her home, and her children, in its grip.

The Call to Women

It was in recognition of these facts, and also possibly in response to that world wide movement sweeping women into public affairs, that the Woman's City Club of Chicago was organized, whose experience has been made the basis of this article. Perhaps in no city of the world have women played so vital a part in securing social welfare. Inspired by such leaders as Jane Addams, Julia Lathrop, Mary McDowell, Mrs. Lucy Flower, Miss Sophonisba Breckinridge, public

movements have been begun and carried to successful fulfillment that have advanced the welfare of thousands of the city's dwellers.

Woman's latest call, then, is to an intelligent understanding of the functions of local government with all the possibilities that that implies. In response to this call, women will take books of civil governments in their hands, their study classes will include local affairs, and their organizations will have a public policy for governmental functions. When she hears that call and realizes its significance and begins to meet it intelligently, the ballot will be to her a means to a noble and much desired end. Citizenship will be prized. Voting will be a short cut to the community's welfare. There is little danger that the women who have this vision of modern community needs and problems will be stampeded in political action. With added definite training, women's sense of proportion will hold them true to the vision of the whole, and they will render valuable service to the city.

QUESTIONS FOR REVIEW. PART II

1. What functions of the home are under control of the modern city?

2. What is the new conception of a city, and in what ways may it be made to serve the personal welfare of the citizens?

3. What methods may be used to develop a community or city sense?

4. What is the importance to women of understanding the functions of government?

5. Give an outline for community study.

6. What is the housekeeper's relation to the garbage question?

7. What lines of civic action are an outgrowth of the study of local needs?

8. How may women help in a campaign to save the babies?

9. How may city housewives help lower the price of living?

10. What is the relation of women's latest call to civic endeavor?

11. What fields in your city or town offer the most important opportunities for women's efforts?

12. Map out plans for a "Clean Up" week and aid in putting them into effect.

SUBJECTS FOR SPECIAL STUDY

1. *Community Needs.*
2. *City Homes—The Housing Problem and Building Ordinances.*
3. *Methods of Fire Prevention.*
4. *City Planning.*
5. *Cities and the Transportation Problem.*
6. *The Milk, Water, and Food Supply for a Community.*
7. *Schools as Civic Centers.*
8. *The Influence of Nickel Shows and Public Recreations on the Community's Young People.*
9. *How to Save the Babies.*
10. *Public Control of Bodies.*
11. *Women and City Waste.*

PART III

The Ideal City

By IMOGEN B. OAKLEY
and
LUCRETIA L. BLANKENBURG

Municipal Housekeeping

MUNICIPAL housekeeping is only private housekeeping on a larger scale. This has been repeated so many times that it has become a truism, yet the truth it states is so important that it cannot be too often insisted upon. Municipal housekeeping, then, is only private housekeeping on a larger scale, and whatever constitutes good private housekeeping must also constitute good public housekeeping. Good private housekeeping is characterized by order, cleanliness, healthfulness, and beauty. Good public housekeeping must, therefore, be characterized by order, cleanliness, healthfulness, and beauty. Order is heaven's first law, and must prevail in the home and in the city, as well as with the stars in their courses. In an orderly household there must be one responsible head: the mistress or her representative, the salaried housekeeper. In an orderly city there must be one responsible head.

The ideal city in America will have a commission form of government. This commission will consist

of five members, and these five members will appoint by competitive examination the responsible head of the city, who will be the Business Manager or Public Housekeeper. This Business Manager will see that each department of the government is run on the best business principles. He will be responsible for all employees of the government in every one of its departments, excepting only the judicial department, and he will appoint them all under the nonpartisan and impartial rules of a civil service law.

Order in the household is maintained by efficient service. The housekeeper understands the needs of her household and selects all her employees from the character of the references they bring her, and by which their honesty and efficiency are guaranteed. Order in the ideal city will be maintained by efficient service. The Business Manager will select his employees according to the value of the references they bring. They must furnish proof that they are honest and efficient. As the private housekeeper does not ask the political opinions of her servants, so the Business Manager will not ask whether the city's servants are republicans or democrats. Experience and efficiency are the requisites in both public and private housekeeping, and political opinions have no connection with either experience or efficiency. Partisan politics being thus eliminated, the ideal city will be able to conduct efficiently all the public utilities. Heat, light, water, telephone service, and street car service, will be furnished to all

citizens at the cost of maintenance. With no incapable employees appointed by reason of political pulls, and no political boss to claim a large share of the profits, the cost of maintenance, as compared with the politically managed utilities of our present day cities, will, undoubtedly, be low. Street car routes will be laid out according to the needs of the city and under the direction of the Business Manager. As political deals will be eliminated, the equipment and service will follow the requirements of the public comfort and convenience.

The Commission will be the legislative body of the city and will enact the few laws that will be necessary. The ideal city will have learned that the multiplying of laws tends to confusion and consequent lawlessness. There will be a few comprehensive laws which the people will understand and therefore obey with cheerfulness.

The Commission Elected by the People

The Commission will be elected by the people of the city. All citizens, both men and women, who have fulfilled the requirements of the compulsory education law will be entitled to vote. There will be a short ballot, of necessity, since there will be few officials to elect. It will be a nonpartisan ballot, bearing the name of no party and showing no party symbols. It will be a secret ballot since all citizens will have sufficient education in public affairs to know, without assistance, which men and women are best qualified for

public service. Nominations to office will probably be made by petition. A nonpartisan government will have done away with boss ridden conventions, and direct primaries will have been found to be mere duplications of elections and a needless public expense. The judges of the municipal and juvenile courts, and the police magistrates, will be appointed by the Commission, and will hold their positions for long terms, or for life. The various minor positions connected with the judicial department will be filled by the judges from the certified lists of the city civil service commission.

Qualifications for Voting

Public order, resting, as it does, on public education, all children will be obliged to spend sufficient time in school to acquire the knowledge necessary to make them intelligent citizens. The compulsory education law will include reading and writing the English language, arithmetic through interest and banking, English and United States history, geography, and public and personal hygiene. Having fulfilled the requirements of the law, the children will be awarded certificates testifying to that fact, and these certificates will have to be presented at the polls when their owners, having reached manhood and womanhood, shall be ready to assume the duties and privileges of citizenship. Adult men and women, entering the city from other states, or from foreign countries, and desiring to become citizens, will be required to go before the school

board and give proof that they can read and write English, and have a good comprehension of the laws and customs of the city. They must also be able to show that they possess sufficient skill in some trade or profession to ensure a livelihood and prevent their becoming a burden to the community. Those who satisfy the requirements of the school board will be awarded certificates which will entitle them to become voting citizens. Those who fail will be given the opportunity to attend night schools where they may qualify for the privilege of citizenship. Each year a short series of lectures on the city government and the duties of citizens will be given in the public school buildings by officials of the government and professors from the city university. These lectures will be for the instruction of the young men and young women who will be near the voting age, and attendance will be obligatory. The record of attendance will be inscribed on the school certificate of each young citizen, and non-attendance will be considered justifiable cause for refusing the great privilege of the franchise. The ideal city will not allow any voter to be ignorant of the laws which govern him, nor of his responsibility for those laws.

Education to Be Compulsory

The knowledge necessary for an intelligent exercise of the franchise being assured, the city's children will continue their education in trade schools and technical schools, which will take the place of the present day

high schools. Those whose economic necessities compel them to go to work on having satisfied the requirements of the compulsory education law, will be given industrial training in continuation schools after the fashion of the continuation schools found so successful at present in Germany. By an arrangement between the city and the managers of mills and factories, these children will divide their time between practical work and the schools. A new relationship will be established between the factories and public education. The manufacturers will accommodate their shops to the schools and the schools will, in turn, adjust themselves to the requirements of the factories. It will have been realized that an efficient workman cannot be made in a school, neither can he be made without a school.

By this scientific coöperation of manufacturers and school boards, the children of the ideal city will be able to get a sound theoretical and practical training in every trade essential to the growth and development of an intelligent community. Girls will have equal opportunities with boys in such trades as they wish to learn, but they will, in addition, be required to take a thorough course in domestic science and cooking. Good health depending so vitally on the right selection and preparation of foods, the ideal city will provide all housekeepers and home makers with ample opportunity to acquire that knowledge of foods and cooking which is essential to establish and preserve healthy life. This course in cooking and domestic science will, of

EDUCATION FREE TO ALL
Children's Reading Room in a New York Public Library

course, be open to boys who may wish to qualify for the position of steward or chef.

Young people showing marked literary or artistic tastes and ability will not take the courses in the trade schools, but will attend preparatory schools which will be under the management of the city university, and later they will enter the university itself where they will find facilities for the most advanced education. This university education will not be free, but will be offered at a minimum cost. Free university scholarships, however, will be offered in the university preparatory schools to those showing especial intellectual gifts, and to whom even the minimum cost of the higher education would be a hardship. Feeble minded and defective children will have separate schools provided for them, and will be under the constant observation of physicians and psychologists. The hopelessly feeble minded will be segregated during their lifetime, and those manifesting incurable criminal tendencies will be sterilized. The schools for the feeble minded and defective will be in the country where the inmates will be taught gardening and the care of small fruits. The sale of the products of the gardens will make the schools self-supporting.

Reading and writing, even when combined with a knowledge of city ordinances and of hygiene, will not suffice to preserve the state. This knowledge must be engrafted upon morality and a sense of the rights of others, if character is to be formed, and ideal

A PLEA FOR BETTER WORKING CONDITIONS

A first requisite of The Ideal City

citizenship maintained. That its children may learn the highest morality and an abiding sense of the rights of others, the ideal city will have the Golden Rule emblazoned upon the walls of every school room: "Do unto others as ye would that others should do unto you," and "Thou shalt love they neighbor as thyself," will be the daily texts repeated by every scholar. The city will allow perfect freedom in religious worship, but the Christian religion as taught in the Sermon on the Mount, will be regarded as the basis of the government, and the corner stone of its system of law and equity.

Public School Buildings Will Be Social Centers

The public school buildings will be the club houses of the people. They will be open to the public every evening, every Saturday, and every Sunday. In the assembly room of each schoolhouse the people of each ward will meet to discuss the events of the week and talk over the needs of the city. Professors from the university and city officials will give occasional lectures on the problems of government. Popular lecturers will give illustrated talks on science, art, and travel. These assembly rooms will also be the recreation centres for each ward. Young and old will meet in them to dance and play games and otherwise entertain themselves. Public playgrounds in every ward will give the children ample facilities for outdoor amusements and exercise.

Pure Food, Water, and Air for All

The competent housekeeper sees that her household is supplied with pure food, pure water, and unlimited fresh air. The ideal city, through its Business Manager or Public Housekeeper, will guarantee to its citizens the purity of these three necessities of life. Food products will be carefully inspected by persons scientifically trained for that purpose. The source of the water supply will be guarded from polution by trained chemists and bacteriologists. The air will be kept fresh and pure by the prevention of smoke and dust.

The ideal private housekeeper studies economy. She allows nothing to go to waste, and she regulates the expenses of her household by the amount of her income. The ideal city will also regulate its expenses by the amount of its income. The Business Manager will present an annual budget wherein the expenses of each department of the government will be stated to the minutest detail. To meet these details the city treasurer will state the amount of income which can be assigned to each department. This budget, with the treasurer's statement, will be kept well before the attention of the taxpayers, who will thus know the actual running expenses of the government and the amount of public revenue which must be supplied by taxation.

Although many trained inspectors will be required to watch over the purity of the food supplies and guarantee the successful operation of the public utilities, the expenses of carrying on the city's affairs will be

A PURE FOOD POSTER

Many a gilded café has a dirty, gloomy kitchen. Underground kitchens will not be allowed in The Ideal City

far less than in the city of today with fewer inspectors and no public utilities to manage. The elimination of incompetent officials with political pulls, and the substitution of especially trained experts will insure economy as well as efficiency. The competent housekeeper guards her young family from the contamination of immoral books and amusements. The ideal city will endeavor to protect the young citizen from the same contamination. Moving picture shows and the theatres frequented by the young will be censored by a committee of men and women who will be responsible to the Commission.

The Police Force

The police force of the city being appointed under civil service rules, owing allegiance to no political boss, retaining their positions solely by reason of their honesty and efficiency, will be a self respecting body of men and women, eager to maintain for the people that order which is the first requisite of an ideal city. One-third of the police force will probably be women. These women will patrol the parks and places of public amusement and see that public decency is maintained. They will visit the theatres and concert halls frequented by young people and report offenses against public morality. They will visit factories and tenements and assist the government inspectors in maintaining sanitary conditions. They will be health officers as well as police officers, and will be constantly on the lookout for violation of the city's sanitary code. They will speak

to violators of the laws of public health and point out to them the injuries they are doing to themselves and their neighbors. They will keep a watchful eye on youthful lawbreakers and report the conditions in their homes to the medical and educational authorities.

Courts and Prisons

The juvenile court before which young criminals will be brought for examination and trial will have an equal number of men and women to serve as judges, attorneys, and juries. Such young criminals as are convicted will be sent to the schools for defective children, where they will be segregated until marked improvement in their mental and moral condition shall have become evident. If in the opinion of the medical and psychological experts they shall be found to be degenerate and mentally and morally deficient, they will be segregated for the rest of their lives and will be sterilized. Adult criminals will be committed to schools especially prepared for them and their mental and moral development will be carefully supervised by experimental penologists and psychologists. These prison schools like the schools for defective children, will be in the country. The prisoners will be taught useful trades, gardening, and agriculture, and will be paid a wage for their work. This wage will go to the support of their families, if they have any, or if not, will accumulate in the prison bank and be paid to them on their release. A third conviction for crime, or in

special cases a second conviction, will be met with perpetual segregation and sterilization. The logical punishment for criminal assault on women will be prompt sterilization.

The Saloon to Go

With the segregation of the feeble minded, the defective, and the criminal, and with the appetite of the healthy man satisfied with proper food, properly cooked by properly trained housekeepers, there will be a constantly decreasing demand for intoxicating liquor. The drinking saloon will go out of business for lack of patronage. Moreover, it will no longer be needed as a rallying place for the ward politician and his followers, since the civic education of all citizens and the adoption of a universal civic service law will have eliminated the spoils system with all its ramifications. Hotels and restaurants will sell light wines to be drunk at meals, but there will be small demand for them. Popular education in foods and food values will have brought all citizens to a realizing sense of the unhealthfulness of alcohol even in small quantities.

The Social Evil

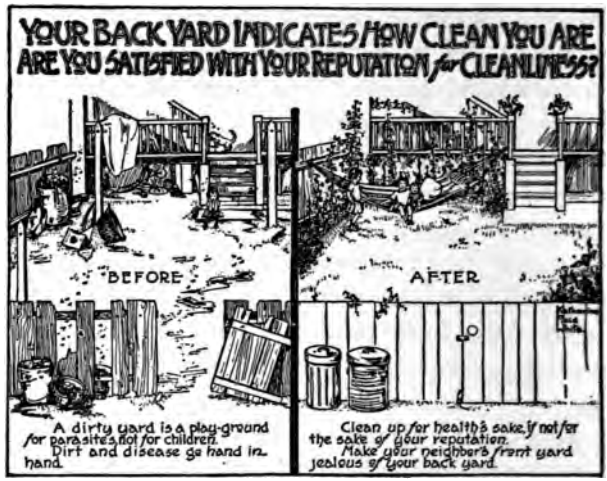
With the segregation of the feeble minded, the defective, and the criminal, and with saloons dying out for lack of patronage, the social evil will be at a minimum. The knowledge of public and personal hy-

giene early instilled into all children, together with their moral obligation to others, will not fail to affect their habits and desires. Any house suspected of harboring victims of the social evil will be plainly marked with the name of its owner who will be held legally responsible for all that takes place on his property. Suspected houses will also be quarantined after the plan devised in Philadelphia. The white slave traffic will not exist because there will be no political boss to draw revenue from protected vice, and because the police force, freed from political control, will honestly strive to enforce all laws enacted for its suppression. It is reasonable to suppose that in the ideal city, public prostitution will cease to exist.

The ideal city will thus maintain order through the honesty and efficiency of its employees even as the private housekeeper maintains order through the efficiency of each member of her household.

For a Clean City

Order being assured, cleanliness will follow. The private housekeeper knows that dust is the great enemy of comfort and health. Her house is cleaned by the vacuum process, which eliminates the old fashioned broom by whose means the dust was spread over the furniture, as well as the old fashioned duster which returned the dust to the floor. The ideal city will know that dust is the great carrier of infection. Its streets will be cleaned by the vacuum process. They will be



THE IDEAL CITY WILL REQUIRE CLEANLINESS
The greatest menace to health and life is DIRT

sprinkled, swept, and the dirt lifted by the same machine.

All the waste of each household will be put into one receptacle, to the great relief of the housewife. She will not need one can for garbage, another for ashes, and another for papers and miscellaneous waste. All the waste will go into one can and the result will be cleanly and sanitary, since the dry ashes will disinfect the garbage and the garbage will hold the ashes and papers and prevent them from flying over the streets. Every morning all the city's waste, whether it be street sweepings, household garbage, ashes, papers, tin cans, broken crockery, old bottles, old clothes, old iron, or

what not, will be collected and conveyed in tightly closed carts to the city Destructor, where it will be burned. There will be no expenditure for fuel, since this diversified waste contains enough combustible material to consume the whole of it. The power arising from the intense heat of the Destructor will be used to generate the electricity which will light the city and pump water into its reservoirs. The ash and clinker which remain after combustion will be used in making roadbeds and in manufacturing into fire brick.*

The competent housekeeper is keenly solicitous that the drinking water of her household shall be pure. The ideal city will be no less desirous of maintaining the purity of its water supply. Its sewage will not be permitted to run into rivers and poison the water of its own citizens or that of neighboring communities. The sewage will be conducted into septic tanks, where chemistry and bacteriology will unite to render it harmless. The purified fluid will run into the streams without polluting them, and the smudge will be burned with other waste in the Destructor.

Food Clean and Pure

The private housekeeper is as watchful of the purity of the foods she supplies to her household as she is of their drinking water. She buys the best quality she can afford, from the most reliable stores. She inspects her cellar and her refrigerator, that no contamination

* I have seen this system in operation in England.

may lurk in them, to the detriment of the foods she has bought. The ideal city will guard the purity and cleanliness of its food supply with the same zeal and intelligence. All the foods carried into the city by farmers or dealers will de deposited in central depots where they will be examined by inspectors before being offered for sale. Whatever is spoiled or otherwise unfit to be eaten will be consigned to the municipal Destructor. All that is passed by the inspectors will be marked according to its grade of excellence and stamped with the date of inspection.

These guaranteed foods will then be delivered to the coöperative stores which will exist in all sections of the city, and each housekeeper who deals with these stores will know the age and quality of the foods they offer for sale. These stores will be under inspection as to their cleanliness and ventilation, but the principles of hygiene will have been so thoroughly learned in the public schools that shopkeepers will seldom offend the sanitary laws.

All articles of food put into cold storage will be stamped with the date of deposit, and none will be permitted to be sold after the limit of healthfulness has been reached. The foods peddled by street venders will be constantly under the eyes of the police woman, and lack of cleanliness will be followed by the withdrawal of the vendor's license. Milk will be under close inspection from the daily to the consumer, and cattle will be inspected in the farms and again in the city abattoirs.

GIRLS' SEWING CLASS IN A CHURCH
In the Ideal City churches will also be used as social centers

Streets Will Be Clean

The competent housekeeper has inherited from her grandmother an old-time maxim which says, "One keep-clean is worth a dozen make-cleans." Her children, having been taught order and cleanliness, do not drop waste matter on the floors; they have learned to pick up what may chance to have fallen, and they put back into its place any object they make use of.

The ideal city will require the same neatness and cleanliness from its citizens. No one of them will throw paper or refuse into the streets. They will have been so carefully instructed in their homes and their schools that their constant aim will be to keep the streets and parks free from litter of all kinds. Ornamental waste cans will be placed at suitable places along all the streets, and the thoughtless citizen who may chance to drop paper or fruit skins will be required by the observant policeman or policewoman to pick up what has been dropped and place it in a can. The man who befouls a floor or pavement by spitting upon it will not be fined, but simply required to wipe up his filth. It will be the experience of the police force of the ideal city that no man will ever have to be required to wipe up this filth more than once.

No Smoke—No Gas

The city will maintain the cleanliness of its air with the same vigor that it shows in maintaining the cleanliness of its streets, its food supply, and its drinking

water. Coal smoke will be unknown. Electricity and gas will run its elevators, print its newspapers, and give power to its manufactories. The electricity will doubtless be generated at the mouth of the coal mines, and the gas from the coke ovens and the blast furnaces, which the extravagance and uncleanly thoughtlessness of the present age allow to go to waste, will be the fuel of the rolling mills, and it will be piped to private houses for cooking purposes. A central steam heating plant will provide heat for such as do not wish to use gas, and smoke will disappear from the private chimney as well as from the smokestacks of mills and factories. All railways will be electrified and soot and cinders will be meaningless words.

All Pests Will Be Abolished

The necessary result of order and cleanliness is healthfulness.

The competent housekeeper screens her house against the fly and the mosquito. The ideal city will abolish both pests. Stables and abattoirs will be screened to prevent the escape of any flies that may chance to find a lurking place in the refuse, but the refuse itself will be thoroughly disinfected to insure the destruction of eggs and larvae. Streets and parks and alleys and back yards will be patrolled by inspectors on the lookout for standing water that may serve as breeding places for mosquitoes. Rats and mice will be exterminated by bacteriological methods, and a painless end

will be put to the unhappy lives of the mangy dog and the alley cat. The pampered house dog and the petted cat, pleasant companions though they be, will be excluded from the ideal city. There will be no place within its limits for such carriers of infectious diseases. The dog will continue to serve his master in the country, where he will fulfill the object of his existence in guarding the house and barn, and the cat will also serve, as she always has served, by protecting her master's granaries from vermin.

The filthy English sparrow will not be tolerated in the streets of the ideal city. Its citizens will have learned what the ornithologists of today are trying to teach, that the sparrow is a species of vermin, that it rarely attacks insect pests, but is the unrelenting foe of the birds that do devour them; and that it kills the trees by eating the leaf buds and by tearing off the bark from the young branches. Professional sparrow killers will be employed by the city to make the rounds of the streets, tear down the sparrow nests and destroy the eggs. The sparrow will be exterminated because he is filthy, a destroyer of property, and a foe of real birds, and also because of his harsh and insistent voice.

The Ideal City a Quiet City

The ideal city will recognize that noise, equally with dirt, is the enemy of public health. Infectious diseases are germinated in filth, and spread abroad by dust and disease-carrying insects and animals, but noise is the

THERE WILL BE NO WILD NOISE IN THE IDEAL CITY

The Fourth of July will be celebrated in a sane, orderly manner

fruitful cause of nerve derangements and of affections of the ear. As the eye, to remain in health, requires regular intervals of darkness, so the ear requires intervals of quiet. The ideal city will not allow the ears and the nervous systems of its citizens to be injured by useless and avoidable noise. All unnecessary noise will be silenced, and much that is now deemed unavoidable will be found to be quite unnecessary. The shrieking street venders will be stilled. Housekeepers on the side streets, who buy the wares the venders carry, will place notices in their windows announcing what they need, and the venders will stop where they see the notices. The time of the housekeeper and of the vender will thus be saved, and those who do not wish to buy will not have their peace disturbed by needless shouts. Newsboys will not be seen nor heard on the streets of the ideal city. The community will have recognized that the money earned by the boys is more than counterbalanced by the vagabond habits they acquire, and by the knowledge of evil that the street life brings them. Instead of being on the streets, they will be in continuation schools, learning trades that will fit them for useful lives. Their place as news venders will be filled by adult cripples who would otherwise have to be supported in public institutions. Steam whistles will not torment the ears of dwellers in the ideal city, nor will bells disturb their peace. Automatic signaling will supersede whistling by railway engines, and factory bells and whistles will not be necessary, as they are not

to-day in our very imperfect cities, because of cheap and universal clocks. The ideal city will probably provide electric connection between the town hall clock and private clocks, in order that no household need be without the correct time. Public striking clocks, and clocks that chime the quarter and half hours, will be needless and therefore will be silenced. It is possible that church bells will be permitted on Sundays between 9 a. m. and 7 p. m., but on no other day at any time. There is a sentiment about a church bell that may survive the need of quiet, but with correct time assured in each household, bells will not be necessary to remind worshippers of the hour for service, and I am inclined to think that since certain cities that are far from ideal, notably Bilbao, in Spain, have already forbidden church bells, the ideal city of the future will consider them an unnecessary noise.

The work even of an ideal city cannot be carried on unless men and women are willing to work at night. There will still be morning papers to print, telegraphic messages to be sent, and telephones to answer. Night trains will still need conductors and brakemen, and stores and banks will need night watchmen. Policemen and firemen must still be on duty that others may sleep in tranquillity. Nurses and physicians must wake to tend the sick and dying. All this great army of night workers must get their needful sleep by day, and as their work is of such great value to the community, their rest must be safeguarded. Since whistles and

bells must be silenced, hand organs and street pianos and itinerant bands must meet the same necessary fate. Our toilers of the night who must sleep by day cannot be disturbed by anything so utterly useless as so-called street music. The children, for whose sake the organ grinder is tolerated today, will have better amusement in the public playgrounds with which each ward will be supplied. The school houses, being the people's club houses, will be provided with pianos and organs, and the children and their parents will have the daily opportunity of hearing good music. The discordant tones of the street pianos will not be missed.

Dust and noise are the two great evils of city life, and the ideal city will be able to reduce both to an endurable minimum. The street car will follow the factory bell and whistle, the yelling venders and the strident hand organ into banishment. The citizens of an ideal city will tolerate neither the dust which the trolley car must raise in its swift rush nor the noise that comes from its heavy bulk and pounding wheels. Subways will be built under the wide streets of the city. There will be tracks in these subways for the cars, and road space for all heavy traffic. The huge vans that pound heavily over our present streets, the wagons that carry iron and other clanging freight will all make use of the subways. The city will gain in cleanliness and quiet, and the transit service will gain in speed and regularity. In the subways there will be no snow and ice to delay the cars, nor electric storms

to block the wires. The ventilation will be looked after by Board of Health, and there will be so many openings to the air that fires will not be dreaded. The streets freed from the disfiguring cars will be planted with many trees which by their growing will purify the air. Private carriages and light-weight motor cars will use, but not abuse, these shaded and dustless driveways. The motor cars will probably all be run by electricity, since the ideal city will not tolerate the smell nor smoke of gasoline, nor will it endure for one minute the sputterings, snortings, and shriekings of the present-day car. The engineers of the ideal city will have evolved a noiseless motor. A great public need creates inventors to supply that need, so a city that will not tolerate noise in its vehicles will soon be provided with motive power that will supply the necessary force with the no less necessary silence. A municipal cab system for the surface roads, under the control of the Business Manager, will supplement the transit facilities in the subways, and its cheap and efficient service will prevent the overcrowding of the subway cars.

Living Conditions Will Be Ideal

Even in an ideal city, some of the people will be rich and some will be poor. The difference between it and the present-day city will be that the poor will be clean and comfortable so far as the municipal administration can insure cleanliness and comfort. The foods the poor eat will be pure, and the air they breathe will

be free from dust and smoke. The tenement houses will be built around hollow squares which will be gardens with grass and flowers. The houses will probably be built of cement and will be fireproof and verminproof, and all the rooms will be open to the light. The municipal building inspectors, holding their office, as they will, solely by reason of their honesty and efficiency, will keep close watch on all builders, and the laws regulating tenement building will be vigorously enforced. The houses will be divided into apartments of from one to seven rooms, and every apartment will be provided with running water. The city will conduct public laundries where housekeepers from the tenements may, for a nominal payment, wash and iron their clothes. Swimming pools and gymnasiums will also be open to the public at a price that will simply cover the cost of maintenance. The city will be healthful so far as an intelligent and efficient administration can make it so. With an abundance of light and air, there will be no tuberculosis. With no smoke to irritate the throat and lungs, and with no dust to carry the infecting germs, there will be few diseases of the respiratory organs. With the milk and water supply under scientific inspection, and no flies to carry filth from stable to kitchen, there will be no typhoid fever. With the mosquito pest held under control, there will be no yellow fever and little malarial fever. With no rats, there will be no fear of the plague. With no cats and dogs carrying

infection into the nursery, tonsilitis and diphtheria will be infrequent, and hydrophobia unknown.

With bells and whistles silenced, many nervous disturbances will fade out of existence; and with street organs, yelling venders, grinding trolley cars, snorting motor cars, and snapping motorcycles gone to be with bells and whistles in the forgetfulness of silence, the ideal city will indeed become a haven of health and peace.

Disease will not be entirely banished from the ideal city, for the private citizen will naturally have the liberty to eat and drink to his fullest capacity, and gout and rheumatism and digestive derangements will doubtless continue to exist. But with the purity of the food supply guaranteed by honest food inspectors, and the proper preparation of food being generally understood, diseases of the digestive organs will tend to diminish. The functions of the physicians in the ideal city will not be to cure disease, but to prevent it.

A Real City Beautiful

With order, cleanliness, and health assured, the ideal city will possess material beauty. But material beauty is only the absence of ugliness. The streets may be scientifically cleaned; there may be no ash barrels nor garbage cans on the pavements; no smoke may rise from the chimneys, nor gasoline fumes from the automobiles; the unsightly trolley car may be consigned to a subway; the venders and hand organs may be

allowed; bells and whistles may have gone their useless way; yet with all these causes of ugliness removed, a city would not of necessity be beautiful. Material beauty is a small part of that true and ennobling beauty that will characterize the ideal city. The beauty that is its raison d'être for being will be the beauty of the new city.

The planning of the city will be given to a commission gathered from the leading architects and artists of the whole world. It seems highly probable that the plan of the city of Washington will be followed, the town hall forming the center of a star, with radiating streets and avenues. The streets will be adorned with four rows of trees, in which, since the filthy and quarrelsome sparrow will have been exterminated, beautiful song birds will live and sing and rear their young. Small parks will be constructed at all street intersections and adorned with flower beds and reading fountains. The disfigurating trolley poles will have vanished when the cars were consigned to the subway. Telegraph and telephone wires will run in underground conduits, though it may easily be that both telegraphic and telephonic communication will be conducted by a wireless system.

Private houses will be built in harmony with the general architectural design prevailing on each street. The interior of a house may follow its owner's taste, but no one will be allowed to break the harmonious line of his street by thrusting into it an inartistic exte-

rior. All building plans will have to be submitted to the Art Commission. The school houses and public buildings will be adorned with models of the greatest statues and copies of the greatest paintings. The greatest mural painters of the world will vie for the honor of decorating the walls of the town hall and the courts of justice with designs symbolical of a great and enlightened city.

There will be no slums in this city of beauty. There can be none, since fresh air and cleanliness and an artistic dwelling house will be the birthright of every citizen. The tenement houses will be designed by the greatest architects and will be beautified with vines and window gardens. Factories will be built after artistic designs and will also be beautified with vines and flowers. Mills and machine shops that will not be able to fit into the city plan of beauty and cleanliness will be banished to the suburbs. Skyscrapers will not make canyons of the streets of the ideal city. The height of the buildings will be proportionate to the width of the streets, and every room of every building will receive the full light of day. Public advertisements and billboards will be submitted to the Art Commission, and none that the commission condemns will be allowed.

Public Recreation

A Civic Theatre will take the leadership in public recreation. As the correlated work of the trade schools and factories will be under the control of the

department of public education, and as the housing and beautifying of the city will be under the direction of the Art Commission, so the public amusements will be inspired and guided by the Civic Theatre.

The ideal city will recognize that people must have recreation, and if opportunities for artistic and refined amusements be not provided, the populace will resort to silly, degrading, or even vicious forms of entertainment.

The object of the Civic Theatre will be to organize the leisure time of young and old; to put within the reach of all citizens opportunities of filling their leisure hours with happiness and gayety.

To achieve this great end, the theatre will correlate all the recreative arts. Drama, music, dancing, and athletics will come within its domain. The theatre will be endowed by the city, though it is hardly to be supposed that all performances will be free to the people. It is quite possible that a minimum charge will have to be made for such dramatic representations as will be given in the central theatre.

The theatre will be under the control of the City University. The literary and musical departments of the University will appoint a commission of artists, dramatists, litterateurs, and musicians who will take its active management. The work of this theatre commission will be to organize wholesome and artistic entertainments in which the citizens themselves will take a personal share. They will cease to be mere

passive spectators, and will be active participants in dramas, dances, and pageants.

"The Civic Theatre idea implies the conscious awakening of a people to self-government in the activities of its leisure." *

The Theatre Commission will maintain a school of dramatic arts which will be in close coöperation with the public schools of the city. Young people who manifest gifts of physical expression will be given opportunity to attend this school of dramatic arts, either in their leisure hours, or as full-time students. They will be taught acting and the traditions of the drama, and will be trained in folk dances and folk songs. Having completed the course of instruction, they will become the organizers of amusement in their own wards. Every public school assembly room will be a branch of the Civic Theatre, and a music hall for the populace. Parents and children alike will be persuaded to share in the plays and dances, and will be helped to form themselves into choral societies and orchestras. Concerts given by the people themselves will alternate with plays and dances. The public playgrounds will also be adjuncts of the Civic Theatre, and the games and dances of the children will be under the direction of graduates of the school of dramatic arts. Outdoor theatres, similar to those at Berkeley and Carmel, California, will be built in the parks and in suburban woods, and plays that lend themselves to

* Percy Mackaye.

outdoor production will be given during the summer.

The Civic Theatre will create a new profession. From its school of dramatic arts will go forth young men and young women who will be the organizers of public amusements. They will go not only to the public schools, but to stores, and mills, and factories, and they will show the employees how to fill their leisure hours with happiness and joy.

The Civic Theatre will maintain a permanent stock company which will be constantly under the training of actors and actresses of high repute and experience, and which will be able to give the best possible productions of classic and contemporaneous plays. This stock company will be recruited from among the graduates of the school of dramatic arts, and from University students who belong to the dramatic societies. Drama will be encouraged by the University authorities, and the student societies will give frequent representations of the old classic plays and trial performances of poetical plays by contemporaneous authors.

The working members of the theatre stock company which will thus be rejuvenated yearly with fresh talent from the University and the school of dramatic arts, will be paid salaries gauged according to their ability and experience, but in addition to these salaried members, there will be a large body of associate members, who will join merely to gain experience, and who will receive no compensation.

Every citizen will be privileged to be such an asso-

ciate member, and from this large body of associate members will be drawn the men and women who will take leading rôles in the public pageants.

The pageantry department of the theatre will be under the direction of artists and historians from the University Faculty. On every holiday there will be civic pageants showing episodes in the history of the city or state, striking contemporaneous events, or representations of the simple daily life of the people.

Athletics will be correlated with pageantry. The Greek games will be revised, and the outdoor theatres will give great opportunities for displays of physical skill and endurance.

These pageants will encourage manufacture, for they will create a demand for artistic stuffs and furnishings. As the final test of a people's civilization is their way of employing their leisure, the Civic Theatre will be a real civilizing agency. Holidays will no longer mean aimless wanderings through the streets, crowding into inane vaudeville shows, or increased patronage of saloons and gambling houses;—they will mean delightful hours filled with great civic pageants in which the people themselves will be both actors and spectators.

There will doubtless still be commercial theatres and music halls, but their standards will rise to meet the enlightened competition of the Civic Theatre, and the constantly improving tastes of the people.

The principal building of the Civic Theatre will

Public-Owned Theatres & Concert Halls.
THE PUBLIC THEATRE PORTFOLIO

stand in a large square where there will be space for thousands of people. It will be built with a portico fitted architecturally and acoustically to be a stage for the production of the more intimate events portrayed in the pageants. The building will probably consist of one very large auditorium for the production of great spectacles, and two or more smaller ones which will be especially adapted to simple dramatic plays and the poetical drama.

One great result of the popularization of the theatre will be that the proper pronunciation of the language will be preserved. The whole city, through the many branches of the theatre in the public school assembly rooms, in the woods, and in the parks, will hear the language spoken by those who have been trained to speak it in its purity; and it is more than possible that a popular knowledge of correct spelling will follow in the wake of correct pronunciation.

The Civic Theatre, thus correlating and stimulating all the arts of expression, will give joy and gayety to the people. There will no longer be the necessity for devices to kill time, since it will be possible for all the people to fill their leisure hours with interesting and satisfying amusement.

Amid these orderly, clean, healthful, beautiful, and joyous surroundings the citizens of the ideal city will live. Being ruled by just laws, they will be law abiding. Being clean and healthy, they will respect them

selves and each other. Being heedful of the rights of others, they will be happy.

They will love their protecting city with a filial and self-denying affection, and in it they will be able to attain to the perfect stature of ideal manhood and womanhood.

This article by Mrs. Oakley, of The Civic Club of Philadelphia, may well stand as the expression of the thought of the club women of the United States.

The problems she presents so clearly have been generally discussed in circles of women in almost every town and hamlet in our country. The best experts among men and women have brought their ideas and their ideals to the forum of the woman's club, and this paper gathers up such material and shows us in clear and forceful language what are the woman's ideals of a well managed city.

The most expressive feature of this presentation is its remarkable practicality. There is no idle dreaming of conditions impossible to attain. The mind at once assents to every proposition as it is outlined. We say of course it should be so, and would be but for the neglect and ignorance of the past.

Many instances would seem to indicate that better civic living is to be the achievement of women.

Mrs. Crane, of Michigan, is an expert on the proper management of food markets.

A woman doctor in Wisconsin drains a town of its marshes and prevents a recurrence of typhoid fever.

Mrs. Heath, of New York, organizes city women to control their household supplies.

Women followers of Octavia Hill on this side of the Atlantic are buying and renovating houses, thus helping the poor to better homes.

The woman street inspector in Philadelphia makes it her first duty to interest people, and especially the children, in preventing dirt, rather than in devising means for cleaning it up.

The woman's club is a live wire in the community and almost every club in the country can tell of something done in the way of civic betterment.

All have not seen the vision as pictured by Mrs. Oakley. For this graphic outline her fellow citizens are her debtors.

No one can tell just what changes will be wrought when women attain to full citizenship all over the United States. I predict that eventually we shall enjoy the ideal home, and the ideal city.

LUCRETIA L. BLANKENBURG.

QUESTIONS FOR REVIEW. PART III

1. What are the characteristics of good private housekeeping? What are the characteristics of good public housekeeping?

2. Is good public housekeeping promoted by few, or many elective officials?

3. Should there be an educational qualification for the franchise, and why? On what basis should an alien be admitted to citizenship in an ideal city?

4. How much moral or religious instruction is advisable in the public schools? Is the high school or the trade school of greater advantage to young people who must equip themselves to earn a living?

5. Is it advisable to link continuation schools with mills and factories, and why?

6. Should feeble-minded, defective, and criminal children be segregated, and why? Should confirmed adult criminals be sterilized, and why?

7. What is the effect of cold storage on food? Are coöperative stores a benefit to the public, and why?

8. What are the insects that contaminate foods? How can such insects be exterminated?

9. What is the best method of cleaning streets? What is the most scientific way of utilizing a city's waste?

10. What city noises may be ranked as unnecessary? Is so-called street music any advantage to the city? What is the effect of persistent noise upon the hearing and the nervous system? Is the English sparrow a real bird, or should he be ranked among destructive vermin, and why?

11. What is the best plan for constructing a city? How should tenement houses be constructed to make them fire proof and vermin proof?

12. What is a civic theatre, and what are its possible effects on the community?

SUBJECTS FOR SPECIAL STUDY

1. *The Food and Water Supply.*
2. *Street Cleaning.*
3. *Refuse Disposal.*
4. *Coal Smoke Nuisance.*
5. *Noise Nuisance.*
6. *Eugenics.*

PART IV

Public Health

By SELSKAR M. GUNN, B. S.

Introduction

THE past twenty years have witnessed a most remarkable advance in the conservation of human life. It is difficult to look over a newspaper or a magazine without finding a special article on some phase of the public health movement. The public health has recently become a prominent item in political platforms, and much is being done to eliminate or ameliorate unfavorable conditions so that premature death may be avoided, and a normal and happy life the lot of the average person.

The development of sanitary science, so largely due to the discovery of the causative agent of many diseases and the resulting recognition of their preventability, is eminently modern. Much has been done, but still greater opportunities exist, and it will be a long time before the Utopian ideals of some of the most optimistic sanitarians are attained.

The conservation of the public health cannot be accomplished alone by the official guardians of the public health, be they ever so well trained, enthusiastic, and supplied with the necessary funds. Disease eradication is intimately associated with sociology and economics. The modern public health official must necessarily be a good sociologist and economist if he is going to attain the optimum results.

Vital Statistics

Vital statistics have been aptly termed "The Bookkeeping of Humanity." All sciences have to make use of some form of measure. Vital statistics are the yardstick of sanitary science.

The modern health official watches the statistical returns of cases of disease and deaths from preventable causes, with the closest scrutiny. In this way, any unusual increase in a given disease is noted, and special efforts made to immediately determine the reason, so as to be able to at once introduce the necessary preventive measures to check it.

It is humiliating to have to acknowledge that there is no national system of vital statistics in the United States.

Progress towards this desirable end is being made. There was established in 1880 the Registration Area for deaths. The Registration Area comprises those states and cities in which the registration of deaths is returned as fairly complete (at least ninety per cent

of the total). It included, in 1911, sixty-three and one-tenth per cent of the total population of the country. The following statement from Bulletin 112, Bureau of the Census, is of very great significance:

"While a large proportion of the population of the United States are still without effective registration of deaths, and hence are not included in the annual compilations of mortality statistics made by the Bureau of the Census, the Registration Area has grown until it may be considered representative in many respects of the country as a whole. Birth Registration is in a much more unsatisfactory state. It is probable that not much more than twenty-five per cent of the population of the country is represented by records of births, even approximately, complete. The remedy for this condition, which is the extension of effective registration of both births and deaths throughout the United States, depends primarily on the enactment and thorough enforcement of adequate laws by the States. The Bureau of the Census has long been coöperating to this end, with the active support of many national organizations, notably The American Medical Association, The American Public Health Association, and The General Federation of Women's Clubs. The recently organized Children's Bureau of the Department of Commerce* will bring additional support to the movement for better vital statistics, and especially for the

* Transferred to the Department of Labor on its organization, March 5th, 1912.

registration of births, inasmuch as that Bureau is charged with the investigation of infant mortality and the birth rate."

The above is quoted in full because of its extreme importance.

It is a grave blot on our country that at the present time only sixty-three and one-tenth per cent of the population live in states or cities where the death records are sufficiently good to be considered by the Bureau of the Census in its Mortality Statistics returns.

Those who live in sections of the country which are not now included in the Registration Area, can do no better service than to assist in stimulating the state legislatures to pass the necessary laws requiring the registration of all dead, and the appropriation of sufficient funds to assure the rigid enforcement of such laws.

It has lately been urged that a Registration Area for births be established. This excellent idea should likewise be encouraged and aided by all possible means.

Mortality Statistics

The total number of deaths recorded in the Registration Area for 1911 was 839,284. Estimating the population contained in the area as 59,275,977, the death rate was 14.2 per thousand; the lowest ever recorded for the Registration Area.

Death rates are recorded in terms per thousand of population. It is very necessary to emphasize the

grave error, into which so many fall, of attempting to compare the healthfulness of communities simply by comparison of death rates. It is possible that city A, with a death rate of fifteen per thousand, may be a healthier city to live in than city B, whose death rate is but ten per thousand. City A may have a greater number of old persons than city B. The latter may be a newer city with a population largely made up of persons in the prime of life. The death rate of persons advanced in years is naturally higher than those in the younger age periods (excluding infants). The age distribution, therefore, of the population is an important factor in determining the death rate, irrespective of the sanitary status of the community. Furthermore, city A may be a hospital centre, and persons sick in neighboring towns or rural districts may come to this city for hospital treatment. As deaths in hospitals are charged up against the community in which such institutions are located, it is easily seen that the death rate of city A may be considerably and unfairly augmented.

Emigration and immigration, the percentage of colored persons, the birth rate, sex distribution, the predominating nationalties present, all of these in addition to the factors already mentioned may act to increase or decrease a death rate. Only when death rates have been carefully analyzed and corrected by a competent statistician can they be used for comparative purposes, and even then the comparison should only be made by experts.

While it is evident that it is apt to be extremely misleading to attempt to compare death rates of different communities, it is true that a comparison of the community's death rate for the current year with that of previous years may be of very great importance. Of course, here again care must be taken to allow for changes in the age distribution of the population and other factors. The death rate, of course, includes deaths from all causes. Each disease from which there was at least one death, is represented in it. It is, therefore, possible to find out the individual death rates for each disease, and by comparing these with previous years, it is a simple matter to see whether or not the rate is decreasing or increasing. Such rates for individual diseases are usually given in terms of 100,000 of population. This is simply for convenience. Thus, the death rate of a city may be 16.32 per thousand, and include in it a death rate from typhoid fever of 43 per 100,000.

The dishonest use of vital statistics in some places for the purpose of indicating a degree of healthfulness which does not exist, is to be strongly condemned.

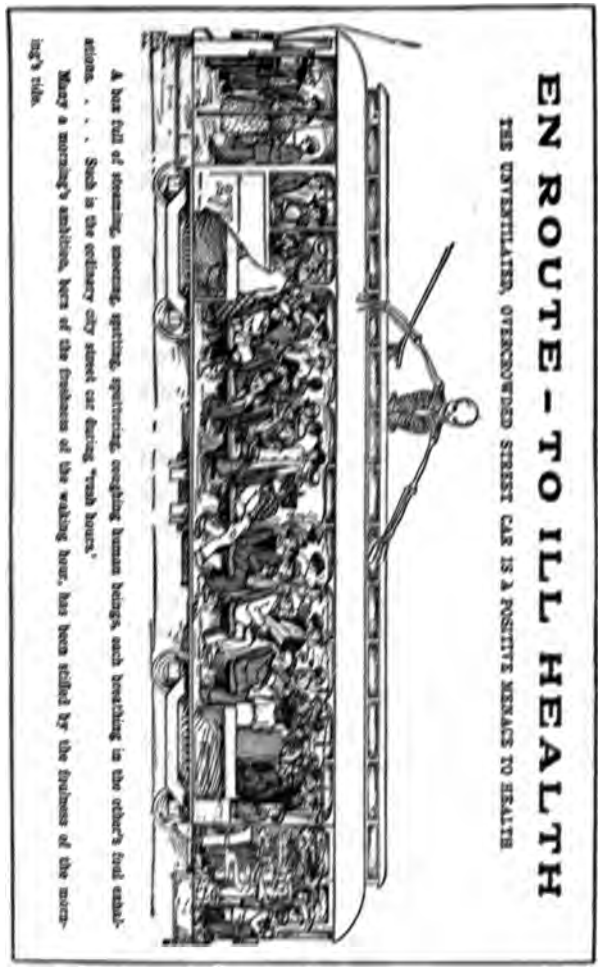
Death rates of infants under one year of age are usually recorded in terms of one thousand births. A rate of one hundred and fifty would, therefore, mean one hundred and fifty children died under one year of age during the year, for every one thousand births reported. This figure is usually referred to as "The Infant Mortality Rate."

Communicable Diseases

The chief function of the public health authorities is the control and prevention of communicable disease. Despite the efforts of even the most efficient health authorities, there still occur in most communities many cases of these diseases and the number of deaths from them is very considerable.

Disease and Dirt.—For a long time it was believed that infectious diseases were produced largely by dirt. Dirt is now recognized often as an accompaniment of disease, and where present, it is likely that other conditions, which are actually capable of producing disease, are also to be found. As a result of such false ideas, the so-called pythogenic, or filth, theory of disease became well established, and is still believed by many. With increased knowledge of the actual causes of certain diseases—that is, with the germs or microbes which produce them, and particularly with the conditions of life of these germs both inside and outside of the bodies of man and other animals—it has been found that inanimate things are comparatively unimportant as vehicles of disease germs, and that the most important bearer and disseminator of disease germs is man himself.

Contact Infection.—Personal contact with persons ill with communicable disease or with convalescents, or others who are acting as "carriers" of the germ, may present opportunities for infection. "For the sick to touch the well, and thus infect them, seems to be



A POSTER ISSUED BY THE CHICAGO DEPARTMENT OF HEALTH

the most natural way of accounting for the spread of these diseases," says Chapin.

The term "contact infection" is used rather more liberally than the term implies. It is used to describe those cases infected by common drinking cups, spoons, and other utensils, where there is but a short time elapsing between the time the article was infected and when the second person receives infection from it. At times, of course, milk, water, and foods become infected and may give rise to epidemics; but in general it is safe to say that the greatest source of communicable disease is contact with other human beings who harbor disease-producing organisms.

Quarantine.—It was thought by the introduction of proper quarantine methods extending over a period of years, that many of the communicable diseases could be practically eliminated. This method was successful in the case of typhus fever and leprosy, cases of these diseases being very rare in countries where special efforts have been made to hospitalize and segregate sufferers. It has not been as successful, however, with scarlet fever, diphtheria, measles, whooping cough, etc. It is true that there has been a decided decrease in the prevalence of those diseases, but health officers have failed to secure the very great decrease which they anticipated. Severe epidemics, while not as common as formerly, are still not infrequent.

There is no evidence to show that disease produc-

ing microbes "breed" in filth. The microbes of diphtheria or typhoid fever, etc., are not spontaneously generated in piles of decaying garbage. The decaying refuse is none the less objectionable and is important in other ways, notably as a suitable breeding place for flies, which insects may later act as vehicles for disease germs.

Germ "Carriers."—The problem of control of communicable disease has been further complicated in the past few years by the discovery that people may serve as carriers of disease germs long after they have completely recovered from an attack, and even when they have never suffered from any symptoms at all. The germs are lodged in different parts of the body, and are discharged from the intestines and bladder in the case of typhoid fever and other intestinal diseases; from the mouth and nose in the cases of diphtheria and other diseases of the respiratory system. Persons in this condition are infinitely more dangerous to the community than if they were sick in bed at home, or in a hospital.

Besides these carrier cases it is well known that many mild or atypical cases are never recognized. These are the so-called "missed" cases. Health departments are only commencing to take steps to control carriers and missed cases. The difficulties involved are, as can readily be seen, great, and at the present time it appears that the education of the people in the laws

of personal hygiene would be the most fruitful method of attack upon communicable disease from these sources.

Importance of Isolation of Patient.—If agreed that the most common method for the spread of communicable disease is from man to man, either by direct contact or through contact with things that have been freshly infected with the germs of disease (such as common drinking cups), it follows that complete isolation of those afflicted with communicable disease is one of the most important steps towards preventing the spread of disease.

Modern health departments are insisting either on hospitalization, or on complete isolation in the home, of cases of the acute infectious diseases. Even in chronic diseases, such as pulmonary tuberculosis, it is being more and more insisted that the advanced cases be segregated in proper hospitals where they can no longer infect others.

Mere quarantining of the premises in which infectious disease is present, while it protects the general public if carried on in a thorough manner, is not sufficient to prevent secondary cases arising within the household. Strict isolation of the patient should be insisted upon, and if this be impossible the patient should be removed to a hospital.

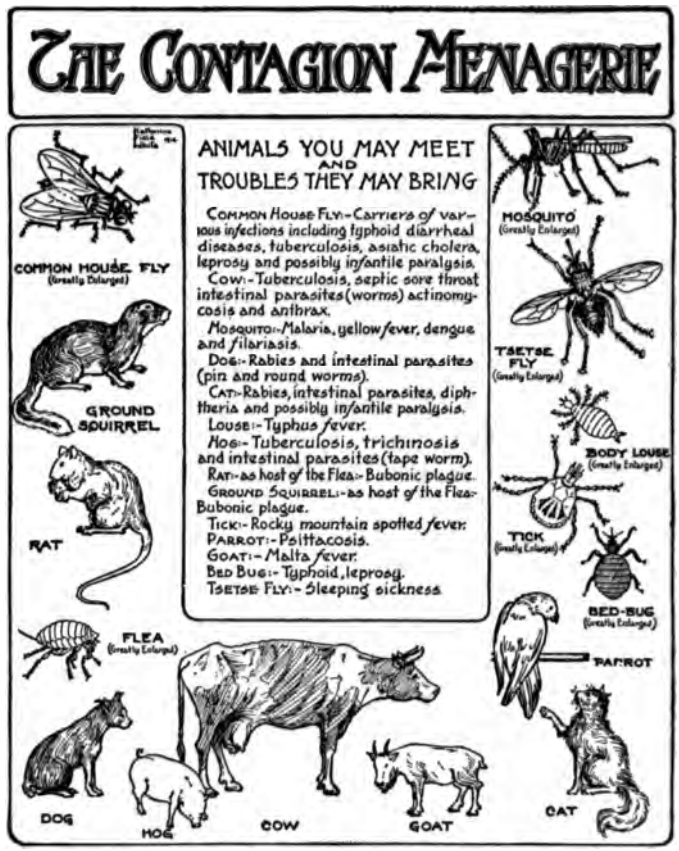
The maintenance of quarantine and isolation is, at best, difficult. It can be obtained in many instances only by the most constant inspection. Every individ-

"THERE IS NO PLACE LIKE HOME"
A Visit from the Health Department Sorely Needed

ual suffering from a quarantinable disease, or the responsible person in cases where minors are the patients who, through negligence or wilfulness, breaks quarantine, should be treated as a criminal offender and punished by a heavy fine and a jail sentence. People must be made to realize that violation of quarantine is among the most serious offenses against society. By their disregard of quarantine, offenders jeopardize the health and perhaps even the life of others. Pleading ignorance should be no excuse. It should be the duty of the authorities to forestall such excuses by notifying each household at the time of serving the quarantine notice of all the details to be followed in order to conform with the law.

Period of Quarantine and Isolation.—It is evident that in order to control communicable disease properly, those afflicted must, if possible, be proven free from the disease germs before they are allowed at large. In the diseases where the germ is not known, the problem is a difficult one. In such cases the experience of the past is useful and patients should be kept isolated until that time has elapsed which experience teaches us in the majority of cases renders the patient non infective.

Disinfection.—Modern methods of disease prevention emphasizes the disinfection of all body discharges which may possibly carry the infection. These discharges have become the strategic point of attack in disease prevention. It is evident that the problem of the health authorities lies first in the location of in-



"Public health is the foundation on which reposes the happiness of the people and the power of the country. The care of the public health is the first duty of a statesman."—LORD BEACONSFIELD.

fections persons (including carriers and missed cases) and second in the supervision of such discharges so that they may not reach uninfected persons.

Chief Requirements to Fight Communicable Diseases.—The chief requirements for curtailing the communicable diseases might be summed up as follows:

(1) Physicians must report promptly to the public health authorities all cases of communicable diseases coming to their attention. (The futility of attempting to fight a disease when it is not known where it is located is self evident.)

(2) The health department must be alive to its duties and must study each new case of communicable disease reported, to discover, if possible, its origin;* it must encourage everything which will assist in the detention and early recognition of communicable disease, such as medical inspection of school children, etc., and must take all possible steps to prevent the further spread of the disease.

(3) Quarantine and isolation of the sick must be enforced (hospital, if necessary) and constant inspections made of quarantined premises.

(4) There must be facilities for bacteriological examinations, both for the purpose of assisting in making diagnoses of doubtful cases, and in determining wherever possible, the freedom of disease germs before

* Needless to say, the health department must have adequate legal backing, and financial support if it is expected to be efficient.

cases of communicable disease are freed from isolation or quarantine.

(5) There should be proper inspection of the sick before releasing from quarantine, to make sure that they are no longer capable of infecting others.

(6) Disinfection of all discharges, premises, etc., should be under the supervision of the health department, and everything must be done to have it thorough.

(7) Every opportunity must be taken to educate the people with regard to their duties in the matter of disease prevention and the protection of others.

Important Communicable Diseases

In order to emphasize the more important of the communicable and preventable diseases, the following brief account of those preventable diseases which caused deaths in the Registration Area in 1911 is given.

The diseases are not described clinically, but primarily from the point of view of causation and prevention. They are arranged alphabetically for convenience, and not in the order of their importance:

ANTERIOR POLIOMYELITIS.—Deaths in Registration Area, 1911: 1,060.

This dread malady popularly known as infantile paralysis, is a communicable disease. It is apparently on the increase, and is more common in rural districts than in cities.

There are two theories with regard to its transmission. One is that the virus of the disease is discharged in the secretions of the mouth and nose, and consequently that persons may become infected by contact. Some experiments along this line have been successful. The second theory is that the disease is carried and transmitted by insect bites and Rosenau and Brues have been able to transmit the disease from one monkey to another by means of the biting stable fly (Stomoxys calcitrans). Still others believe that the virus is carried in dust.

The prevention of the disease is difficult in view of our lack of absolute knowledge on the method of infection. The best plan is to assume that the disease may be spread by all three agencies: contact, insects, and dust; and to use all known methods of isolation, disinfection of all body discharges, fly fighting, and dust prevention, in the hope of preventing further cases. Rosenau recommends the use of one per cent solution of hydrogen peroxide for gargles, sprays, and nose washes for the patient, nurse, physician, and other members of the family. The possibility of chronic carriers of this disease, which is regarded as probable, further complicates the problem.

ASIATIC CHOLERA.—Deaths in Registration Area, 1911: 2.

Asiatic cholera has occurred in epidemic form in this country on several occasions in the nineteenth century. It is caused by the *vibrio cholera,* and is a most

serious disease. The United States Public Health Service and the Port Health Officers are on the lookout for this disease all the time, and passengers coming from parts of the world where the disease is present are subjected to the most careful examination, including a bacteriological test of the organisms in their bowel discharges, before being allowed to enter. Even then the health officers of the cities to which such persons are going are notified to be on the lookout and see that the individuals do not later show any signs of the disease. The value and importance of this work cannot be over-estimated.

The method of spread and prevention of cholera are identical with those used in the case of typhoid fever and the reader is referred to typhoid fever for this information.

CHICKEN POX.—Deaths in Registration Area, 1911: 0.

Chicken pox is one of the least important of communicable diseases. It is very rarely fatal, or accompanied by dangerous complications. It is apparently spread only by contact.

The chief method of prevention is to keep children from school during the eruptive period. It is of importance to the health officials on account of the fact that it may be confounded with smallpox.

CEREBROSPINAL MENINGITIS.—Deaths in Registration Area, 1911: 2,055.

This disease of the meninges or membranes of the

brain and cord is produced by an organism called *diplococcus intracellularis meningitides.* The exact method of infection is unknown, although it seems probable that the microbe enters the system through the nose. Infection presumably takes place through contact with patients and healthy carriers. It is estimated that the healthy carriers of this disease are ten times more numerous than the recognized cases. This renders preventive work very difficult. Strict isolation and disinfection of the discharges of the nose and mouth are the most important points to be insisted on in order to prevent the disease. Anti-meningitis serum is of great importance in the treatment of the disease. Strict personal cleanliness, in order to avoid infecting others with the discharges of the mouth and nose, is probably the best way in which to prevent the disease.

DIPHTHERIA AND CROUP.—Deaths in Registration Area, 1911: 11,174.

This disease, as is indicated by the number of deaths reported, is of very great importance. The cause of the disease is the *bacillus diphtheriae.* Membranous croup is another name for diphtheria of the larynx. The disease is spread essentially through contact. The germs are taken in through the mouth and nose, and also use the same exits in leaving the body. There is little evidence that the disease is air borne. The diphtheria bacillus dies readily when dried or exposed to sunlight. Carriers of the disease germ are very common and in them undoubtedly is to be found a

reason, if not the chief one, why the disease is so prevalent. In some schools in which the disease had appeared, it was found by bacteriological examination of the throats and nose cavities that eight and seven-tenths per cent of them were harboring the diphtheria bacillus. Another investigation made of 4,500 school children when the disease was not present in the school, showed that one per cent of them were carrying diphtheria bacilli. It is very easy to see that amongst school children there is ample opportunity for the saliva of one child carrying the bacillus to be taken in by another. Common utensils such as pencils are apt to be put in the mouth and then perhaps passed along to another. Fruit and candy may be similarly salivated by one child and then put into the mouth of a second child. The opportunities of this kind for infection amongst adults as well as children are wonderfully numerous. The furtherance of personal cleanliness and the use of individual articles as far as possible are necessary if this disease and those spread in like fashion are to be controlled.

Diphtheria has frequently been traced to milk. The organism grows very satisfactorily in milk without producing any recognizable effect in taste or appearance. The milk is infected by a patient, convalescent, or carrier. Absolute protection from this source is afforded only by efficient pasteurization of milk. Milk epidemics are rarer with diphtheria than they are with scarlet fever and typhoid fever.

The disease is fought through isolation (hospital if necessary) of persons sick with the disease. The isolation of carriers, even if not sick, is being attempted in some places. This presents great difficulties. In the first place the carriers have to be detected, and then the health authorities have a difficult task to perform in keeping such persons isolated. The idea of germ carriers is a difficult one to convey to the ignorant, who can see neither justice nor sense in keeping persons in restraint who are perfectly well to all ordinary tests.

The discovery and use of diphtheria antitoxin has had an extraordinary influence in decreasing the number of deaths from this disease. It is also of importance as an agent in preventing the disease; prophylactic or protective doses being given to persons who have been in contact with diphtheria cases and conferring an immunity to the disease which protects from two to three weeks.

The strictest care in disinfecting the discharges of the mouth and nose is indicated in this disease, and those who have to look after the patient should be protected with antitoxin.

The idea that sewer gas or other malodors produce diphtheria, while still extant, has been proven to be a false belief. Similarly the belief that diphtheria comes from decaying garbage and refuse has been demonstrated to be entirely erroneous. Too much attention to these incorrect beliefs detracts from the chief

method of the disease transmission, namely, contact.

DYSENTERY.—Deaths in Registration Area, 1911: 3,062.

The two most important forms of dysentery are bacillary dysentery, caused by the *bacillus dysenteriae,* and amoebic dysentery, caused by *entamoeba dystolytica.* Both of these organisms enter the body by the mouth and are discharged from the intestines. The prevention of dysentery is identical with the prevention of typhoid fever.

HOOK WORM DISEASE.—Deaths in Registration Area, 1911: 15.

Hook worm disease, also known as uncinariasis, or ankylostomiasis, is produced by a minute worm known as *necator americanus.* This disease is of very great importance in the South. The infection takes place largely through the skin, although polluted drinking water and food may also serve as the vehicle of infection.

The disease is spread through the pollution of the soil with the bowel discharges of hook worm sufferers. The eggs of the worm which are contained in these discharges hatch out in the soil and the young larvae ultimately pierce the skin of the feet, and eventually are carried to the intestines, where the larvae undergo changes and become adult hook worms. The prevention of the disease is brought about through prevention of soil pollution, the wearing of proper foot coverings, and the treatment of sufferers. The pre-

vention of soil pollution can only be accomplished by the construction of proper privies or water closets, and the education of the people in clean and decent methods of living.

Sufferers from the disease can be easily cured by means of intestinal disinfectants. Wonderful progress in this direction and also in education is being made in the South.

INFLUENZA.—Deaths in Registration Area, 1911: 9,204.

Influenza, or la grippe, is caused by *bacillus influenzae*. This organism is very widely distributed and is found in the mouth and nose of many persons who are not suffering from the disease. It is spread entirely by contact with the sick, with carriers, or with objects recently infected, such as drinking cups, etc. It is extremely contagious. Practically nothing is done to prevent its spread. Cases should be isolated and every care taken to disinfect the discharges from the nose and throat. Avoidance of crowds where the disease is prevalent is of importance. This disease can be largely avoided by personal care.

LEPROSY.—Deaths in Registration Area, 1911: 7.

This disease is of very slight importance in the United States. There is no evidence that it is increasing. The official number of known cases of the disease in this country in 1912 was 146. The disease is caused by the *bacillus leprae*.

Contrary to general belief, the disease is not readily

contagious. Apparently prolonged and intimate association with lepers is a requisite for infection in the majority of cases. Some investigators believe the disease to be spread by insect bites; the evidence is not at all conclusive.

The common method to prevent the spread of this disease is to segregate those afflicted in leper colonies. If lepers are persons of clean habits they cannot be considered a serious menace. Dr. Rosenau makes the following comment in this connection: "There can be little objection in a country such as ours, where leprosy shows slight tendency to spread, to give a clean leper his freedom. There is no more danger from a leprous patient of clean personal habits, who exercises care concerning the discharges from the lesions, than there is from a discharging case of tuberculosis of the glands of the neck."

The hysterical and occasionally brutal treatment accorded lepers in some places is to be deprecated. The circumstances of the case do not warrant it, and it is safe to say that there are many greater opportunities for the spread of other more important diseases in the community which receive scant attention and interest.

MALARIA.—Deaths in Registration Area, 1911: 1,802.

For a long time malaria was thought to be due to bad air, as its name indicates. In 1880 Laveran described certain parasites in the blood of sufferers from

this disease, and in 1895 Sir Ronald Ross demonstrated that the disease was carried by female mosquitoes belonging to the genus *anopheles*. It has been shown that there are at least four types of this disease. The parasites which cause malaria are minute animals belonging to the protozoan genus *plasmodium*.

These parasites undergo a regular cycle of development and reproduction, part of which takes place in man and part in the female mosquito.

Mosquitoes need water to breed in. The eggs are laid in water, and undergo their development there. It is, therefore, necessary to do away with such breeding places, and all places where water is allowed to stand should be thoroughly drained and ditched. Rain barrels and cisterns should be screened, and crude oil placed on the surface of those bodies of water which cannot be drained. Stocking such ponds with fish is also an excellent measure, as the fish eat the mosquito larvae.

Persons suffering from malaria should be thoroughly screened so that mosquitoes cannot bite them, and thus become infected and carry the disease to others. The use of quinine must also be considered as of importance in the prevention of this disease. Quinine kills the malarial parasite in its younger stages, and consequently renders patients no longer infectious.

MEASLES.—Deaths in Registration Area, 1911: 5,922.

Any disease capable of causing nearly 6,000 deaths in the Registration Area must be considered of the very greatest importance. Measles has been called a minor disease of childhood. This gives a false impression and engenders much danger.

The organism which produces measles has not been discovered, but Anderson and Goldberger have demonstrated the virus in the secretions of the nose and mouth. One reason that makes measles hard to combat lies in the fact that it is highly contagious in the prodromal period, that is, before the disease definitely manifests itself. On the other hand, it seems unlikely that the disease can be transmitted after the cessation of the fever. Rosenau states that an isolation of two weeks is sufficient in public health work. Measles is essentially spread by contact.

The prevention of measles presents unusual difficulties. No efficient methods have as yet been devised. Isolation of the patients, closure of schools, etc., are used, but without much success. Education of mothers of the importance of the disease and particularly of the complications which so frequently cause a fatal ending, is of greatest importance in preventing deaths.

PELLAGRA.—Deaths in Registration Area, 1911: 659.

This disease was practically unrecognized in the United States until 1906. Since then much attention has been given it and a great number of cases discovered. Lavender, of the United States Public Health

Service, believes that there are between 25,000 and 50,000 persons suffering from the disease in this country. The cause of pellagra is still a matter of dispute. Spoiled corn is considered by many to be the important factor and much evidence has been collected to prove this. It is claimed that certain molds, which have been found on spoiled corn, when growing on the corn develop certain poisonous substances which produce the disease in man. It is believed by others that certain biting flies act as the distributing agents of the disease. It is usually found amongst those whose social condition is very poor.

It can readily be imagined that the prevention of pellagra is not an easy matter. Where the corn theory is believed, emphasis is placed on the care of corn. In Italy, where the disease is prevalent, there are public desiccators or drying apparatus where corn may be brought and dried. If properly dried, molds cannot grow on it, and spoilage with its possible changes is avoided. The danger of eating too much corn meal is also emphasized. It seems certain that the prevention of poverty is a powerful agent in preventing pellagra.

If it be later demonstrated that the disease is carried by insects or spread in some way not yet determined, other methods of prevention will have to be devised to meet the circumstances.

PLAGUE.—Deaths in Registration Area, 1911: 1.

Plague, the Black Death of the Middle Ages, is a

disease that must be constantly guarded against. It is caused by the *bacillus pestis*. The disease manifests itself in several forms. The two most important are bubonic plague and pneumonic plague. In the bubonic form the glands are the seat of the infection and such cases are not contagious unless the glands break down and discharge. Such cases, however, can give rise to new cases through the medium of certain fleas, which, on biting a person ill with bubonic plague, may take in the germs of the disease and inoculate them into a second person at some later time. In pneumonic plague the lungs are the seat of the infection and the nose and throat discharges may be highly dangerous.

Plague is primarily a disease of certain rodents; notably rats. Man's infection seems rather accidental. Plague is carried from rat to rat and from rat to man by fleas. The prevention of plague resolves itself into a fight against rats and other rodents and fleas. Of course, isolation of the sick, protection from vermin, and disinfection of all discharges are very necessary. The fight against rats as carried on consists of attempting to do away with their breeding and feeding places, and by trapping and poisoning, etc. Deratization is expensive, demanding changes in the construction of stables, markets, wharves, and other places where rats abound. Rats are apt to be very numerous on ships, and plague infected rats are carried all over the world in this manner. Precautions must be taken to keep

TWO RESTAURANT KITCHENS

Top—Kitchen in a basement restaurant with toilet in room
Bottom—A modern, ideal kitchen, good light and air, clean and sanitary

rats from getting ashore and the holds fumigated with poisonous gases to kill the animals.

PUERPERAL SEPTICEMIA.—Deaths in Registration Area, 1911: 4,376.

Puerperal fever, frequently called child-bed fever, is a preventable disease. It is produced by an organism belonging to the group of *streptococci*. Formerly it was of very much greater importance than it is now.

The disease is largely produced through improper methods employed at childbirth. With the advent of modern surgical methods the occurrence of the disease has been greatly decreased. Infection usually takes place through dirty hands, instruments, etc., which have previously been infected with the streptococcus.

PNEUMONIA.—Deaths in Registration Area, 1911: 52,868.

This highly important disease is produced by a microbe known as the *pneumococcus*. This organism is found in the discharge of the mouth and nose, and is spread in the same manner as tuberculosis. Many healthy carriers of the pneumococcus have been noted. Modern sanitary methods demand that pneumonia be added to the list of diseases that are required to be reported by physicians to the local health department. The patient should be isolated and care taken to disinfect the discharges from the nose and throat. Some persons recommend the placarding of houses where pneumonia cases exist, so as to warn persons not to expose themselves unnecessarily. The disease attacks

particularly the very young and the very old. One of the best ways of avoiding pneumonia is to avoid everything which assists in reducing vitality.

RELAPSING FEVER.—Deaths in Registration Area, 1911: 2.

This disease has not been epidemic in this country for many years. It is caused by a bacterium, *spirillum obermeieri.* It has been shown that ticks, bedbugs, fleas, biting fleas, and lice may carry the infection.

The disease is to be avoided by cleanliness, and by avoidance from insect bites.

RABIES.—Deaths in Registration Area, 1911: 83.

Rabies, popularly called hydrophobia, is defined as an ancient and widespread disorder perpetuated among the lower animals, chiefly the dog family, transmitted in nature to other animals and to man by the inoculation of virulent saliva through bites. Sometimes it has been conveyed by dogs licking the hands, etc. In such cases it is probable that there must have been some slight abrasion of the skin, as the virus of this disease must find entry through the skin. The disease can be spread by cats and other animals as well as by dogs.

Once the symptoms have developed little can be done to save the life of the patient. The period of incubation in man is stated to be on the average seventy-two days, but it may be much shorter, particularly in cases bitten on the face. In some such cases the disease has developed in about ten days. Still again in other in-

stances the disease has not developed for a year or more after the bite. In dogs the period of incubation is usually much shorter than in man, on the average for two or three weeks.

Persons bitten by rabid dogs should undergo the Pasteur treatment. This treatment gives almost absolute protection. It consists in giving injections of pieces of the spinal cord of rabbits which have been infected with the disease. The virus of the disease is weakened by drying the spinal cords for varying lengths of time. Persons are first injected with small pieces of the cord which have been dried eight days. Injections are given each succeeding day with cords that have not been dried so long. As a result the person becomes protected or immunized and incapable of coming down with the disease. Proper treatment of dog bite wounds is also of great value. The best practice requires the thorough cauterization of such wounds with fuming nitric acid.

The ideal way of preventing rabies is, of course, through its control in dogs. This can be accomplished through the destruction of ownerless dogs, muzzling of all dogs, a high license fee which will restrict ownership and render ownerless dogs recognizable, the holding of dog owners legally responsible for the damage caused by their dogs, compulsory notification by owners and veterinary surgeons of all cases of the disease, and the quarantine of all imported dogs for six months to prevent the introduction of the disease

from abroad. Through these measures the disease has been absolutely abolished from England and Australia. It is a more difficult problem in a large country like the United States with separate laws on the subject in each state, yet it is certain that by following the above preventive measures for a couple of years, rabies could be very materially decreased if not entirely eradicated.

SMALLPOX.—Deaths in Registration Area, 1911: 130.

Dr. Brookes, in his "General Practice of Physic," published in 1776, makes the following interesting remark: "Smallpox has been for ages, and continues to be, the terror and destroyer of a great part of mankind. In the ordinary course and duration of human life scarce one in a thousand escape the smallpox." It is difficult to realize this state of affairs at the present time. * "Fortunately, it has become today in civilized countries so uncommon that the former dread of it has largely disappeared from the popular mind. Unfortunately, however, familiarity with it has bred a contempt for it, which leads many to despise, undervalue, or refuse the means by which it is chiefly kept in abeyance. Such contempt is likely, if it becomes general, to carry with it its own punishment, for smallpox is so contagious that its recrudescence at any time in any community is natural and easy, if the very

* "Principles of Sanitary Science and the Public Health," W. T. Sedgwick, p. 78.

simple means in our possession for holding it in check are long neglected." Needless to say, the simple means referred to is vaccination. Space prohibits a discussion of the value of vaccination.

It may safely be said that the vast majority of sanitarians and physicians are convinced in the efficacy of vaccination. While undoubtedly cases have arisen where vaccination is followed by serious results, the benefits derived from the practice have been so great as to absolutely outweigh these occasional unfortunate occurrences.

The exact avenue of infection of smallpox is unknown. Contact infection undoubtedly takes place, and many believe that infection is carried at times in the air. Articles that have been in contact with smallpox patients are capable of infecting others.

Next to vaccination, the prevention of the disease is brought about through isolation and disinfection. It is worthy of note that several states have ceased trying to have stringent guard of houses where the disease exists, but have taken the stand that it is unfair and unnecessary to tax the vaccinated, and therefore protected, for the maintenance of special guards, hospitals, etc., when such a simple and inexpensive protection is to be obtained.

SCARLET FEVER.—Deaths in registration Area, 1911: 5,243.

The organism which produces scarlet fever is unknown. The secretions of the nose and throat are

apparently infective. The dead skin which peels off (desquamation) was formerly considered highly infective. Modern ideas and observations discredit this, and patients are in many places released from quarantine at the expiration of a definite time, irrespective of whether or not they are still "peeling."

The disease is spread largely by contact. There is a difference of opinion with regard to the ability of infected toys, etc., to carry infection over long periods of time. The disease is also carried in milk, and many milk borne epidemics of scarlet fever have been reported.

The disease is fought through isolation and disinfection. The value of gaseous disinfection of rooms after a case of scarlet fever is questioned by a growing number, and has been discontinued in some places. Many mild cases which exist are never seen by a physician. The importance of medical inspection of schools as an additional weapon against scarlet fever, measles and other diseases common to school children, is indicated.

TETANUS.—Deaths in Registration Area, 1911: 1,336.

Tetanus or lockjaw is produced by the *bacillus tetani*. This organism is readily found in manure, garden soil, and street sweepings. It is said to be a normal inhabitant of the intestines of cows, horses, and other herbivorous animals. As in rabies, the organism is harmless unless it gets into the body through

a wound. Sometimes it is introduced through very small abrasions, or pin pricks.

Tetanus of the new born used to be very common. Infection in such cases takes place through the umbilical wound. Of the 1,336 deaths reported in 1911 in the registration area, 398 were children under one year. Such deaths can be prevented by strict cleanliness in looking after the umbilical wound.

The Fourth of July celebration has always been a great cause of tetanus until very recently. The American Medical Association reports that in 1903 there were 406 deaths from this terrible disease as a result of the accidents on Independence Day, and that in 1911 there were only 10 deaths and in 1913 but 3. The importance of the safe and sane Fourth of July celebration is self-evident and The American Medical Association is to be congratulated on the results of its campaign. Any wound, however trivial, should be thoroughly cleansed and this done promptly. Deep wounds or those in which garden soil, street dust (with manure) may have got in, should be given particular attention and looked after by a surgeon. If there is any question of danger tetanus antitoxin should be administered. Many boards of health distribute free tetanus antitoxin. Its chief use is in preventing the disease, but it is also used as a cure after the symptoms have developed. It is very difficult, however, to cure.

Cleanliness and proper attention to all wounds, with injections of the antitoxin, will prevent this disease.

TYPHUS FEVER.—Deaths in Registration Area, 1911: 5.

Fifty years ago typhus fever, also known as "famine fever" and "ship fever," was a disease of considerable importance. It was believed that the disease was non-existent in the United States since the early nineties. Anderson and Goldberger, of the United States Public Health Service, in 1912 demonstrated that a disease described by Dr. Brill, of New York, in 1896 and called "Brill's disease," was in reality a mild form of typhus fever, and a considerable number of cases have been noted in the past few years.

It has been further demonstrated that the disease can be transmitted by body and head lice. This fact explains why this disease was so prevalent in the overcrowded and filthy prisons, tenement houses, jails, in past times.

The prevention of this disease is largely a matter of educating people with regard to personal cleanliness. Where cases do occur, everything must be done to see that all the lice with their eggs are killed with suitable insecticides. The microbe which causes this disease has not yet been discovered.

TYPHOID FEVER.—Deaths in Registration Area, 1911: 12,451.

Typhoid fever, also called enteric fever, is due to an infection with the *bacillus typhosus.* Rosenau says, and with absolute truth: "From the standpoint of preventive medicine, it is proper to regard an out-

break of typhoid fever as a reproach to the sanitation and civilization in which it was contracted." It is unpleasant to think that every new case of typhoid fever that arises means that the patient has taken into his or her mouth some of the germs of the disease, which have been discharged from either the intestine or urinary bladder of a previous case or "carrier." (See Page 2265 for Germ "Carriers.") According to Rosenau, in 1908 there were no less than 35,000 deaths from this disease in the United States. As about ten per cent of the cases end fatally, this would indicate that there were 350,000 cases of the disease that year. It is gratifying to note a very considerable decrease since that time, but the typhoid fever death rate in this country is still very much higher than that found in many European countries.

McLaughlin, of the United States Public Health Service, in comparing the typhoid fever death rate in thirty-three principal cities of northern Europe with fifty registration cities of the United States, shows that in the case of the foreign cities the rate was 6.5 per 100,000, while it was 25 per 100,000 in the American cities!

One of the chief difficulties in fighting this disease is to be found in the fact that a considerable percentage of individuals who recover continue to discharge the germ of the disease for long periods, in some instances for many years. Still other persons have been located who give no history of ever having suffered from the

disease, but who nevertheless carry and discharge the germ and thereby infect others, either directly or through food stuffs which they may handle, water, etc.

Within the past few years it has been shown that persons can be largely protected against typhoid fever by vaccination. This process consists of injecting dead typhoid fever bacilli into the body. By this process typhoid fever, which used to be a serious disease in the army, has been all but wiped out. The protection of the general public by this method of vaccination is being vigorously urged by many health authorities. The disease may be spread in a number of ways. The pollution of water supplies by the discharges of typhoid fever cases has played a very prominent part in the dissemination of the disease. This is true both in the cases of public water supplies of cities and towns and private water supplies of farms. Typhoid fever from infected water supplies is markedly decreasing. Cities are getting purer supplies or purifying their polluted water, and more attention is being paid where wells are used to avoid contamination.

Milk is another important vehicle to typhoid fever. It becomes infected in handling either by patients convalescing from the disease or by carriers of the germs. It is now well recognized that this disease can be spread by contact and many secondary cases arise amongst those who come in contact with typhoid fever patients. The common house fly has also been demonstrated as a carrier of typhoid fever bacilli. The flies

receive their infection from bowel discharges and then in turn infect food.

It can readily be seen that the way to avoid typhoid fever is to avoid taking anything into the mouth which has been contaminated by typhoid fever discharges. This necessitates unpolluted water supplies; thoroughly protected milk supplies, and the absolute safeguard in this connection is pasteurization of the milk; the prevention of fly-breeding and the protection of all food from these insects; the strictest disinfection of all the discharges from typhoid fever patients; and finally education of the general public in the importance of personal cleanliness.

TUBERCULOSIS. Deaths in Registration Area, 1911: 94,205; pulmonary (consumption), 78,514; all other forms, 15,691.

Tuberculosis, despite the great progress which has been made in curtailing its ravages, is still the most important of the preventable diseases.

While the total death statistics from tuberculosis for the United States are not obtainable, it is estimated that more than 150,000 persons die every year from it. This represents ten per cent of all deaths. This disease is produced by the *bacillus tuberculosis*. After a long controversy it is now generally believed that the tuberculosis of cattle is transmissible to man through milk. In this instance, however, adults seem to escape, and the infected children do not develop pulmonary tuberculosis, but the disease mani-

fests itself in other parts of the body, notably in the glands.

However, milk and other dairy products as sources of the disease play a relatively small part, as the majority of new cases receive their infection directly from other human cases. The chief source of tubercle bacilli is to be found in the sputum of tuberculous persons, as this contains the organisms coughed up from the lungs.

It is generally believed that the chief method of infection is through contact, the word contact being used in the broad sense discussed earlier in this article. It is certain that the invading organism enters the mouth. There is considerable difference of opinion among scientists as to whether or not the germ, in cases of consumption, is breathed directly into the lungs, or whether it is swallowed and after passing through the wall of the intestine finds its way in the blood stream to the lungs.

It is possible that flies may occasionally transfer the germs of this disease from sputum, etc., to food stuffs. This method of infection is relatively unimportant.

Dust, particularly when it is of a sharp character, predisposes to tuberculosis, injuring the tissues so that the microbe can get a good place to develop.

Many persons still believe that tuberculosis is inherited. This is of very rare occurrence; of course, it is recognized that weak lungs in parents may result in weak lungs in offspring.

A CAMPAIGN FOR PURE MILK.

Find out where your milk comes from. Death lurks in the milk from the tubercular cow.

The prevention of tuberculosis presents great difficulties, as the disease is intimately related with the sociological and economic status of the people. However, a marked decrease has been produced as a result of the great work of both public and private agencies which exist. A decrease of from forty to fifty per cent in the tuberculosis death rate has been accomplished in the past forty years in many places.

Among the more important methods used in bringing about this wonderful result are the following:

(1) Compulsory notification of the disease by physicians to health departments.

(2) The isolation of patients in sanitaria and hospitals.

(3) Proper care of the disposal of tuberculous sputum.

(4) The early diagnosis of the disease.

(5) Better housing conditions.

(6) Protection of employees from dust.

(7) Disinfection of infected premises.

(8) Education of tuberculous people and of the public in general in regard to the methods of avoiding the disease.

(9) The elimination of tuberculous cows and the adoption of pasteurization of milk.

The recognition of the fact that the disease is curable in the majority of cases, if recognized in time, has also been of great importance in aiding in its prevention. Many persons who are capable of infect-

ing others have been induced to enter sanitaria and hospitals for treatment. Each case thus handled means the removal of the possible focus for infection of others, and the forcible removal of careless consumptives is now being undertaken in some places. Too much emphasis cannot be placed on the necessity of segregating consumptives, particularly the advanced cases, which are naturally the most active disseminators of the microbe.

TRACHOMA.—Trachoma is a disease of the conjunctiva of the eye, which, while not a cause of death, is not infrequently a cause of blindness. Thousands of immigrants have been excluded from this country on account of this disease.

The disease is presumably spread through contact, on common towels, and is particularly prevalent where there is crowding. It is extremely difficult to cure. The best national prophylaxis is to be found in the exclusion of infected aliens. Frequent inspection of the eyes of school children is recommended, and all persons suffering from the disease should be educated so that they will not use towels, wash basins, etc., which are to be used by other persons.

WHOOPING COUGH.—Deaths in Registration Area, 1911: 6,682.

Even more important than measles is whooping cough. This disease is caused by the *bacillus pertussis*. It is transmitted in the majority of cases by contact, the bacillus being found in the secretions of

FOR THE PREVENTION OF BLINDNESS.

In Chicago every physician and midwife must report to the Health Department within 24 hours the occurrence of cases of sore eyes developing within 7 days after birth.

the nose and mouth. It is an extremely difficult disease to prevent. The infectivity of patients is oftentimes prolonged, being months in some instances. Little is done in most places of a preventive character. Isolation is recommended here and there, but rarely rigidly enforced. The disease is contagious before the "whoop" appears as well as after.

The best plan is for parents to take every precaution to prevent their children getting the disease before they are five years old. The mortality is highest in children under this age. Of the 6,682 deaths reported in 1911 in the Registration Area, 6,342 were of children under five years, and 3,687 under one year.

YELLOW FEVER.—Deaths in Registration Area, 1911: 0.

Yellow fever, a disease found chiefly in tropical and sub-tropical countries, is carried by a certain mosquito, *calopus fasciata*. This disease is prevented by prohibiting the breeding of mosquitoes and the methods used are the same as those indicated under malaria. The discovery of the facts that yellow fever and malaria are produced by the bites of certain mosquitoes which have previously bitten patients suffering from the disease, are among the most important in the history of preventive medicine. The application of this knowledge has been used to extraordinary advantage in Cuba and on the Canal Zone. Yellow fever has been practically exterminated, and malaria very largely decreased.

Infant Mortality

Deaths from all causes at all ages, Registration Area, 1911: 839,284; deaths under 1 year, 149,322; 1 year, 31,362; 2 years, 13,580; 3 years, 8,028; 4 years, 6,290; total deaths under 5 years, 209,482.

A very brief consideration of the above figures will indicate that in the matter of infant mortality there

is much to be done. Nearly one-quarter of all the deaths reported were of children under five years of age and between a fifth and a sixth of infants under one year. This is a terrible showing, and yet the death rate of infants under one year of age has decreased nearly one-fifth (19 per cent) in the group of registration states during the last eleven and a half years.

There has been scarcely any more notable work done in the public health field than that accomplished in many parts of the country in the past few years in the reduction of infant mortality.

The largest single cause of death of infants under one year was diarrhea and enteritis, which killed 37,579; premature birth accounted for 23,539; congenital debility, 18,580; broncho pneumonia, 10,652, and whooping cough, tuberculosis, syphilis, measles, bronchitis, malformations, etc., all added their quota to make the large total of nearly 150,000 deaths under one year.

Of course, not all of these deaths are preventable. Many of the deaths from prematurity, non-inflation of lungs, malformations, etc., are considered unpreventable and certainly seem to be at the present time. It has even been stated that 80 infant deaths per 1,000 births are unpreventable. This estimate may prove later to be too high.

It must be remembered that stillbirths are not included in death records and it is estimated that about three per cent of children are born dead. Many of

these stillbirths could be avoided. The social disease, syphilis, for example, causes many children to be born dead; lead poisoning is another cause of importance where women are industrially employed in factories where lead salts are manufactured and handled, and the employment of expectant mothers in general is of importance.

Amongst these factors which are intimately related with infant mortality the following may be enumerated: illegitimacy, age of the mother, poverty and social condition, non-domestic employment of women, bad housing, defective sanitation, including especially defective disposal of human wastes, alcoholism, absence of breast feeding, ignorance and indifference, dirty and improperly prepared milk, social diseases.

In fact, the infant mortality of a community is closely correlated with practically all the existing social and sanitary conditions. It has been said that the infant mortality rate can be taken as a fair index of the general sanitary condition of a community.

We are necessarily limited in our discussion of the prevention of unnecessary infant deaths to the public health aspect of the question. It may be pointed out, however, that in order to bring about the greatest benefit and save as many infant lives as possible, there must be the closest cooperation between public and private organizations engaged in infant conservation work. (See Public Health Administration.)

The prevention of infant mortality is to be accom-

plished by means of Education, Sanitation, Special Measures.

EDUCATION

The advantages of giving due prominence in the schools to the general matter of health preservation need not be emphasized here. It seems probable that by greater and better directed efforts in this direction that large benefits could be derived. That these should eventually show themselves in decrease in infant mortality, a subject closely correlated with nearly all phases of health preservation, seems decidedly probable. The teaching of moral and physical manliness to boys assists later in decreasing the infant deaths from the social diseases. Instruction to girls in household usefulness, domestic economy, and the tending of infants is also of importance.

The benefits of special instruction to prospective mothers is recognized, and while this group is not easily reached if it is generally known that assistance and advice are to be obtained much good can be accomplished.

The Health Department should certainly take steps to give instruction and advice to actual mothers and consequently the necessity of laws requiring the reporting of births by doctors and midwives is evident. Too frequently the Health Department gets the death certificate of an infant days or weeks ahead of the birth certificate, if indeed the latter is ever received. There is no more important work than the early visitation

[illegible] PUSH PEDDLERS IN NEW YORK [illegible]

[illegible]

of recent mothers by a representative of the Health Department if infant mortality is to be curtailed.

THE PUBLIC HEALTH NURSE

It is here that the public health nurse is indispensable. The public health nurse is amongst the latest to enter the public health field and it is the opinion of many, in which the writer heartily joins, that her advent marks an important epoch in the fight against preventable disease. Her field already comprises infant mortality, tuberculosis, school inspection, and other lines are rapidly opening up.

The importance of educational work has been emphasized constantly in this article and there is no one better suited to carry the gospel of sanitary and decent living into the homes than public health nurses. Too frequently we find health departments, even of large cities, without a single visiting nurse on their staff. It is the author's firm conviction that all health departments, even down to the smallest, need nurses for their work.

Education of recent mothers by means of pamphlets, etc., is quite generally practiced, but for efficiency is not to be compared with the friendly advice of the tactful visiting nurse.

The importance of infant mortality in small towns and villages and rural districts has not been well recognized. In large cities the immensity of the number of deaths has demanded attention. In the more

sparsely settled parts there is not sufficient deaths to force attention, but the fact remains that in many such communities the problem is a great one, in fact, as great in some instances as in large centers, when considered in proportion to the population represented. The need for better public health administration in rural sections is very great.

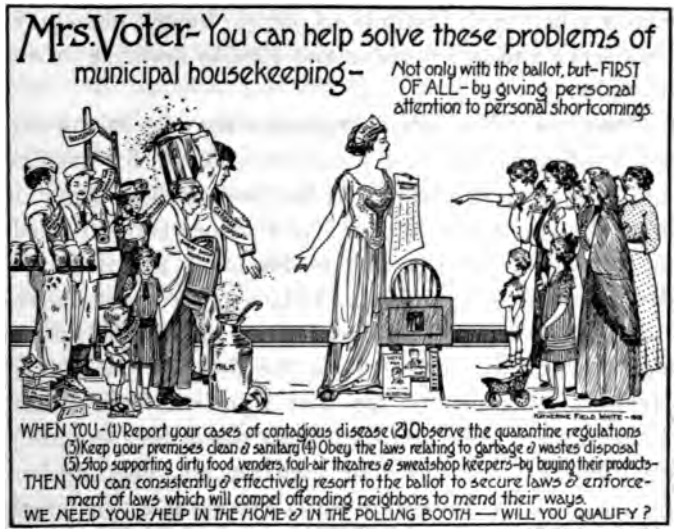
SANITATION

All steps taken to improve the general sanitary surroundings of mothers and infants will be of value. Particular attention should be paid to privy vaults, where such exist. The introduction of sewers and the abolishing of the privy is work of the greatest importance in assisting in saving infant lives. Garbage and other refuse should also be removed frequently, primarily on account of its ability to act as a breeding place for flies. Good water and good housing are likewise important.

The purity of the milk supply, where artificial feeding is necessary, is also of prime importance, and work done in this connection will assist in preventing disease and deaths among the very young.

SPECIAL MEASURES

Amongst the special measures which may assist in the campaign to save infant lives may be mentioned milk depots for the distribution of pure milk, prefer-



A PLEA TO THE WOMEN VOTERS OF ILLINOIS.

ably pasteurized by the best methods. These should be under most careful supervision. They must not be allowed to foster artificial feeding. Day Nurseries also have a function to perform in giving mothers who have to be away at work a place to leave their infants during the day where they will be properly looked after. It is maintained by some persons that the community should maintain these institutions out of the taxes, as is done abroad. While we may decry the circumstances which make it necessary for children to be left all day separated from their mothers, still the situation as it exists must be faced, and until the time

comes when such institutions are no longer necessary, they serve a useful purpose and tend to decrease infant mortality.

Amongst other special measures may be mentioned infant dispensaries and hospitals, schools for mother and baby welcome work. It has been well said that it is no longer a question of baby came, baby thrived, or baby died, and that it was due to an act of Providence or the will of God. It is coming to be understood that when a baby dies from a preventable cause, some one is to blame. It is the duty of the Public Health authorities to see that it is not their fault. This requires that the health department be adequately financed and the fact that they are so generally unfinanced at the present time is responsible for much of the existing infant mortality.

Water and Ice as Vehicles of Disease

The importance of a pure and abundant water supply has been demonstrated beyond all doubt. Nevertheless, many American communities still continue to drink waters which are subject to either constant or intermittent pollution. Hardly a year goes by without some of our cities having a serious outbreak of typhoid fever, as the result of the water supply being contaminated with the discharges of typhoid fever patients or typhoid carriers. The physical appearance of a water is no indication of its purity, as many of the clearest waters are polluted. In order

to have typhoid fever from water, it is, of course, necessary that the germs of this disease should get into the water supply. Consequently, not a few cities which have been drinking polluted water for a considerable time, but which has not happened to contain the typhoid bacillus, have not suffered from epidemics of the disease. This has engendered a false sense of security, and such communities are in constant danger. A city may, therefore, drink an unsafe water for years without apparent excessive typhoid. Some time the water may become infected with typhoid fever sewage, and then an epidemic may appear and cause thousands of cases and hundreds of deaths.

One such experience is usually sufficient, and the city forthwith takes steps to get a new and unpolluted supply, or else purifies its old supply. The wise city is the one that does not wait for an epidemic to spur it on to make improvements, but which prevents such an outbreak from ever taking place by using all scientific precautions to protect the drinking water. It is less dramatic never to have an epidemic of water-borne disease than to curb it after it has appeared. The city which forestalls all chances of such a catastrophe is the one which deserves credit. The protection of a water shed frequently demands the sanitary and safe disposal of the sewage of towns and farms, etc., which are located in such a position as to menace the water. Water is primarily a vehicle for those diseases which are located essentially in the digestive tract, such

as typhoid fever, cholera, and dysentery. It is interesting to note, however, that in those communities where a pure water has been substituted for a polluted one, not only is there a decrease from the well recognized water-borne diseases, but also from diseases which have not ordinarily been considered as coming from water. This phenomenon is known as the Mills-Reincke phenomenon. Sedgwick and MacNutt, who have specially studied this subject, have come to the conclusion that in those cities where they have conducted their investigations, the change from a polluted water supply to a purified one has been followed by decreases in pneumonia, acute respiratory disease and infant mortality.

The purification of water upon a large scale is undertaken through the following measures:

(1) Storage.
(2) Filtration through sand.
(3) Disinfection.

The first principle is, of course, to prevent the water becoming polluted by human wastes. In a number of cities where filtration is used it is the practice to finally disinfect the filtered water with ordinary bleaching powder before distributing it to the city. In rural sections where the water supply is essentially wells and springs, the utmost care is necessary to see that the water is not polluted by privy vaults and cesspools.

The problem is to have clean water. That is to say,

water free from intestinal matter. Where it is not possible to obtain a water which is absolutely clean, and above suspicion, the water used must be thoroughly purified. In all cases of doubt individual protection can be obtained by boiling water before drinking. This effectively kills any dangerous microbes which may be present.

Ice cannot be considered as of very great importance as a vehicle of disease. Undoubtedly there are cases of intestinal diseases resulting from the use of ice made from infected water. However, it has been shown that if typhoid germs are placed in water which is then frozen, the germs die very rapidly. Even if ice is not particularly dangerous it should be made from pure water, and collected and handled under clean conditions.

Sewage and Refuse Disposal

Sewage.— The discussion on water as a vehicle for disease indicates the singular importance of the proper care of human wastes. In the first place this necessitates on the part of each individual cleanliness in personal matters. Undoubtedly much disease is spread through the failure of persons to keep their hands clean from their own discharges. All human excreta in cities and communities of any size should be rapidly taken away by means of water in sewers. Privy vaults and cesspools should not be allowed in such communities, and every step taken to supply sewer facilities. It is a well recognized fact that where privies abound

intestinal diseases likewise are prevalent. Many places have gone on the basis of "out-of-sight, out-of-mind" with regard to their sewage, and have simply discharged it into some convenient lake, river, or sea, without further attention. This method of disposing of sewage by dilution may be eminently satisfactory where the dilution is sufficiently great so that the sewage will be able to purify itself. It needs to be very carefully guarded so as to be sure that other communities nearby may not have their water supply polluted. Some communities disinfect the sewage before discharging it. This renders it safe from the point of view of the persons who drink the water into which the sewage has been discharged, but the question of the chemical purification of the sewage must also be thought of, and if the body of water into which the sewage is discharged is not sufficiently great, nuisances and serious troubles are apt to arise. Sewage can be purified in a number of ways, but the great majority of methods, while rendering the sewage no longer objectionable to the senses or capable of producing nuisances, do not necessarily remove dangerous microbes and consequently, after such chemical purification has taken place, it should be made bacteriologically safe by disinfection. Bleaching powder is generally used for this purpose. The discharge of sewage into the sea or into harbors, bays, etc., has emphasized the danger of infecting shell fish. Steps are now being taken to disinfect sewage which is discharged

in places where clams, oysters, and other shell fish are growing.

The disposal of human excreta in rural sections is of the very greatest importance. It has been demonstrated that the construction of sanitary privies is a practical proposition. Privy vaults dug in the ground are being more and more abandoned and replaced by sanitary closets which collect the material in small buckets or tubs which can be readily taken away and the contents disposed of by burial. Such privies, if properly maintained, cannot endanger wells or springs. They must also be made fly proof.

Refuse.— Refuse includes garbage, ashes, rubbish, street sweepings, manure, and other non-liquid wastes.

The removal of these substances is a problem of great magnitude. It's relationships to fly breeding and fly feeding are its most obvious connections with health work. The bad odors arising from decaying garbage, while distinctly unpleasant, have little direct effect on the health of the people. Dust from dry refuse improperly cared for, may produce bad effects on those forced to breathe it constantly.

In some cities all house refuse is collected in a single container, while in others the ashes, garbage, and dry rubbish are dumped into separate receptacles. The former is referred to as the mixed system, and the latter as the separate system. The reason for these two systems is usually to be found in the final methods of disposal.

Where garbage is collected separately it is usually fed to hogs, dumped and buried, or taken to a reduction plant where the grease is extracted and used commercially and the residue manufactured into fertilizer. Where a mixed collection is practiced, the material is usually destroyed by fire in incinerators, or dumped. Dry refuse is not infrequently picked over and all materials of value, paper, glass, etc., saved. It is usually a consideration of the cost of disposal which decides the method of collection. The complete incineration of garbage and refuse is advocated by many as being the most sanitary, but the other processes, if properly conducted, do not present any serious sanitary objections. Much depends on the thoroughness and efficiency of the collection and disposal. This work is being gradually taken away from health departments and placed under department of public works, where it rightfully belongs. The health authorities have other and more important duties to look after.

The problem of manure removal has as yet not been satisfactorily solved. The best practice means insisting on frequent removal and the maintenance of proper conditions, particularly in reference to fly breeding, for storing manure awaiting removal. Usually stable owners have to make their own arrangements regarding the disposal of stable manure and suggestion has been made that this might well be undertaken by the municipality.

Housing in Relation to the Public Health

The recognition of the importance of housing conditions as influencing public health is of comparatively recent origin. The relationship between bad housing and poverty is well recognized. Poorest people live under the worst housing conditions because it is all they can afford. While undoubtedly housing is of very great importance, there is some danger of laying too much responsibility on the structural environment as the cause of much disease, and it is extremely difficult, if not impossible, to show statistically the exact relationship between bad housing and communicable disease. There are many factors to be considered in studying housing conditions, such as the age distribution of the population under consideration, their occupations, their financial circumstances, their habits and nationality, etc. Mere congestion of population does not of itself necessarily mean a high mortality rate. In fact, in certain buildings in London which were constructed so that there were proper sanitary facilities, light, air, etc., the death rate was two per cent lower than in the surrounding district, although the congestion in the sanitary buildings was considerably greater. As a general thing, however, we find that the consumption rate is the highest where congestion is greatest. As this disease is spread so frequently by contact, it is readily understood that where persons are crowded, particularly under unfavorable conditions with regard to light, air, etc., that the opportunities for

contact of the sick with the well are increased. We must differentiate between bad housing arising from structural defects and that resulting from bad occupancy. The best types of houses, for example, may be rendered extremely insanitary if the occupants fail to live up to the ordinary standards of decent living. A high infant mortality is also frequently associated with marked congestion, although even here it is not fair to assume that the congestion *per se* produces the high infant mortality. It is reasonable to state that if persons are supplied with decent housing conditions, there is a much greater incentive to attempt to live in a clean way, although, of course, some persons will fail to avail themselves of their better surroundings.

The necessity for adequate housing laws is apparent, and it is a regrettable fact that at the present time in many of our cities there are practically no restrictions especially designed to make houses more sanitary, and consequently healthier to live in. More attention has been paid to fire danger, but even in this respect many of our cities have been negligent, and are continually running the risk of a heavy loss of life from this cause. The housing situation is intimately related with economics, the value of real estate, etc. Housing problems in most cities differ markedly, and it is unsafe to draw comparisons between one place and another unless the situations in both are thoroughly understood.

Veiller, in discussing the housing problem, states

that it is a three-fold one; concerning the future, the present, and the past. He puts the future first, and emphasizes the importance of directing efforts toward preventing the erection of new buildings, which are of an unsuitable character. The problem of the present is essentially that of seeing that proper conditions are maintained in all houses, and this requires adequate inspection and reinspection of the dwellings to see that they are kept in repair, and supplied with the necessities of decent living. The problem of the past presents peculiar difficulties, as it is not easy to get laws passed which will be retroactive and give authority to deal with the existing housing conditions. Little short of complete remodelling will make many houses conform to our modern ideas. Progress in this direction is being attained in many places. Good houses are demonstrating a fair financial return on the money invested. There is no doubt that the greed and cupidity of many owners has very considerably delayed the advent of better housing conditions. With cheap and rapid transportation it is becoming more practicable in many communities to house working people outside of the crowded city districts.

There is a great opportunity in many sections of this country to perform a signal service by inaugurating a campaign for better housing legislation and for adequate appropriations for those departments which have charge of this work.

At the present time in many cities there is prac-

tically no legislation on the sanitary side of housing, and no housing inspection. The inspection of housing conditions should not be undertaken once a year or even less, but should be a regular routine work for the division of sanitary inspection of health departments. These inspectors can also do a great deal of good by acting in an educational way in emphasizing to tenants the importance of proper occupancy.

Housing in rural sections is notoriously poor. This is essentially due to bad occupancy and the need of educational work is strongly indicated. Some of the worst cases of room crowding have been found in houses in rural districts.

Air in Relation to the Public Health

The air was formerly considered to be the chief vehicle of infectious diseases and this belief still persists in many quarters. It is a pleasant fact to be able to record that the great bulk of evidence, accumulated in the past few years, has demonstrated very effectively that air is one of the least important of vehicles, and is of practically no importance when compared with contact as a means of transferring dangerous germs from one person to another. It was natural that the air should have been deemed the chief conveyor of sickness, as it was formerly believed that the poisons which produced disease were of a gaseous nature.

Malaria, as its name suggests, was supposed to be due to the breathing in of bad air from swamps, and

the evidence was considered very conclusive. For a long time no suspicion was entertained that the reason this malady was excessive in swampy sections was because these very conditions were favorable for the breeding of the malarial mosquito. The possible dangers incurred by those living near contagious disease hospitals from the air has been a serious question, and has resulted in the locating of such hospitals in remote and desolate places. It is now realized that the danger is of no consequence.

In some contagious disease hospitals, both in this country and abroad, different kinds of communicable disease are kept in the same wards and attended to by the same nurses. If air-borne infection were the rule, such a procedure would be most ill advised, but experience has shown that no danger lies in this. The success of such a method depends on the entire avoidance of contact infection, and the nurses are trained to sterilize their hands after caring for a patient, and all utensils brought into the ward are sterile and after their removal are immediately sterilized. In some such hospitals wet sheets were first employed to screen each patient's bed, but this has been abandoned and in place of the sheet a tape has been substituted "which as effectually prevents the mythical aerial flight of the germs, or, to speak literally, equally reminds the nurse that she must be clean." * Infection through breathing in droplets of infected matter coughed or sprayed, is

* "Sources and Modes of Infection," Chapin, 1912.

of importance, but even here the danger is slight if the person coughing is three or more feet away. This method of infection is really a form of contact infection and is not aerial infection as the term is ordinarily conceived. The conclusion is again forced upon us that the practicing of strict personal cleanliness, and thereby avoiding opportunities for infection by contact, is the most evident and fruitful method of escaping infectious disease.

A word with regard to sewer gas, or sewer air, as it really is, will not be amiss here. When it was believed that many diseases were spontaneously generated in filth, it was natural that sewer gas should come in for some of the blame. This was particularly true in connection with diphtheria and typhoid fever. It has been proven that sewer air is freer from bacteria than street or house air, and evidence is totally lacking that the inhaling of such air causes any of the infectious diseases. Even if the danger is absent, we are naturally anxious to keep objectionable odors out of our houses, and the best kind of plumbing should be demanded.

The need of an abundant supply of fresh air is apparent. If air is of little importance as a vehicle of disease germs, it is of the greatest importance in connection with our general health. Vitiated air, if constantly breathed, influences the vital processes of nutrition, producing a decreased resistance, and if infection takes place it is more apt to take hold and produce

serious sickness if not death. It was a matter of common belief that the serious results of vitiated air were due to the marked increase in the carbon dioxide —a waste product of the lungs—or to the accumulation of poisonous substances in the breath, known generally as "crowd poisons." The danger of the carbon dioxide, even when present in much greater quantities than are ever found in the most poorly ventilated rooms, has been effectually disproved, and the evidence in favor of "crowd poisons" is of a negligible character.

The failure of the chemist in finding poisonous substances to account for recognized evils has caused attention to be directed to temperature, moisture content (humidity), and air movement, or the physical characteristics of the air. It is recognizable that the delicate body temperature regulation is markedly affected by the physical conditions of the air, and the feelings of discomfort, malaise, etc., arising from the breathing of vitiated air are, to a large extent, due to failure in keeping the temperature and humidity properly adjusted. Lack of movement of the air, resulting in stagnation, is another factor to be considered. Much work needs to be done before we are really in possession of all the facts with regard to this vital matter. It is gratifying to note that scientists are according these questions great attention at the present time and in the future we may expect much light on the subject. The best advice is to avoid going where

vitiated air is apt to be found, and to use all known methods of ventilation to insure a constant supply of fresh, clean, pure air.

Food and the Public Health

Milk and Milk Products.—Milk is the most important food from the standpoint of preventable disease. According to some authorities it is responsible for more sickness and deaths than perhaps all other foods combined. This is largely due to the fact that it is a very perishable article, very readily contaminated, and usually eaten raw. Cooking is one of the chief safeguards that we have, and milk is usually not subjected to this process. The chief diseases coming from milk are typhoid fever, scarlet fever, diphtheria, intestinal diseases of infants, septic sore throat, and bovine tuberculosis. It will be noted that with the exception of tuberculosis, all of these infections take place after the milk has been drawn from the cow and do not represent a diseased condition in the cow, but come from those who handle it. Milk should be handled with the strictest cleanliness from the actual time of milking to the moment of consumption. Furthermore, it must be kept cold in order to prevent the bacteria from increasing, which they rapidly do if the milk is warm. Thorough and efficient inspection is of the greatest importance to insure that milk is handled in a manner suitable to such a perishable and easily con-

contaminated article of food. This necessitates frequent and complete inspection of farms, careful supervision of transportation, bottling and distribution. Even with the most rigid kind of inspection there are loopholes for infection to take place. In view of this it is now being urged by many leading sanitarians that milk should be pasteurized before being consumed. Pasteurization is the scientific name for parboiling, and the best method is to heat milk to a temperature of 145 degrees F. for a period of thirty minutes. This is best done in the final package in which the milk is to be distributed. Pasteurization, if properly carried out, is practically an absolute safeguard. It must not be used, however, to the exclusion of inspection. Milk should be clean when it comes to the pasteurizing machine. Milk that has been properly pasteurized is also safe as far as the danger of bovine tuberculosis is concerned, as this temperature will kill the tubercle bacillus.

Meats and Other Animal Foods.—The dangers from meats are comparatively little when compared with those from milk. Nevertheless at times they are distinctly real. The most important danger is meat poisoning, which is produced by certain microbes infecting the meat and forming poisonous substances. Not infrequently some of these microbes fail to produce any definite recognizable change in the appearance or taste of the meat, and the poisons that are formed may not be altered by cooking. The need for proper methods of

inspection of slaughter houses and places where meat and meat products are handled is obvious. Many slaughter houses are uninspected, and in many instances maintained in an abominable condition. The fact that meat is so universally cooked is one of the most important safeguards.

Foods in General.—Great strides have been made in the prevention of adulterations of food stuffs. The larger part of adulteration which takes place affects the public pocket book rather than the public health, and such work is of importance on that account. More emphasis needs to be placed on the preparation and serving of foods, and the sanitary side of the problem should be better differentiated from mere questions of adulteration. As in so many other matters, it is a question of cleanliness and the resulting protection of food stuffs from all body discharges. As a matter of honesty it is to be desired that foods should not be adulterated. As a matter of aesthetics it is to be desired that food stuffs be clean even if later protected by cooking or other methods, and as a matter of health it is absolutely essential that foods be free from poisonous substances and be not infected with disease-producing organisms. The prime function of the health authorities is to prevent unnecessary sickness and premature death, and they can best attend to this by looking after the sanitary side of the food problem, leaving questions of adulteration, preservatives, cold storage, canning, etc., to the Federal and State Departments, which are better

able to do this work. These are all important from many viewpoints, but public health officials with limited funds must concentrate their efforts where they will be most productive of results. Money spent on public health nurses will bring results of far greater magnitude than if spent on pure food work.

The United States Department of Agriculture through its Bureaus of Chemistry and Animal Industry has performed a great deal of most valuable work in preventing misbranding and in looking after the sanitary production of food stuffs entering into interstate commerce. Doctor Carl L. Alsberg, the chief chemist, has recently stated that "the food and drugs act as demonstrated in the past, has been very largely an economic measure. It has, to be sure, prevented very largely the mixing of active poisons in hurtful quantities with food products, but its particular work has been to see that food products are properly branded, so that the consumer knows what he is getting, and is not cheated into paying a high price for a product adulterated with a cheapener. This must, of course, always be one of the purposes of the act; but we must not be deceived into believing that this very important economic function of the act is of great hygienic significance. Misbranding does not demonstrably affect the death rate of the country. If the efforts devoted to prevention of misbranding were to be concentrated more largely upon the suppression of the traffic in contaminated milk, meat, vegetables and other products

that may carry disease, a positive reduction of the country's death rate would inevitably result." *

The Bureau of Chemistry is planning to do more work in connection with the interstate shipment of foods that are important disease carriers. It is also planning to give more attention to the protection of rural communities. One of the most valuable benefits of the Department of Agriculture is that derived as a result of its great educational work.

Insects and Disease

The ability of insects to transmit many of the communicable diseases is well recognized. Some insects simply serve as porters for disease microbes, carrying them on their bodies or in their intestines, and discharging them on food stuffs. Other insects act as hosts for the disease-producing microbe, which later undergoes a portion of its cycle of development within the insect's body. The common house fly is an example of a simple porter of disease germs while the Anopheles mosquito serves as an example of those insects in which the parasite undergoes certain well recognized changes before it is ready to be inoculated into man. In these cases where the microbe undergoes development in both man and insect the germ belongs to the protozoa, or animal parasites, and not to the bacteria.

Health departments in many places are endeavoring

* "Limitations of the Federal Food Law," Carl L. Alsberg, *American Journal of Public Health*, page 997.

to control the mosquito and fly danger and nuisance. Lice, bed bugs, fleas, and ticks should also be vigorously fought for they are all capable of transmitting disease as indicated in the section dealing with communicable disease. These insects must largely be fought by individuals, and their suppression is essentially a matter of personal cleanliness although at times persons of clean habits may become infested.

The common house fly has been called by some "the typhoid fly." There is no doubt that this insect plays an important part in the dissemination of this and other intestinal diseases particularly in those places which are inadequately supplied with sewers. Modern methods of fly fighting demand the sanitary disposal of horse manure which is by far the most satisfactory medium for flies to breed in; it requires the use of fly traps, fly paper, and any other device which will catch the adult fly; it calls for the thorough screening of food stuffs and the keeping of flies out of the houses; it requires thorough inspection to prevent the accumulation of organic substances such as decaying garbage which may serve as breeding places for these insects. By such methods some very remarkable results have been obtained in fly suppression and while the actual extermination of these insect pests seems hardly probable, it does demonstrate that they can be held in check. The barn or stable fly, similar in appearance to the house fly, has recently been shown to be capable of transmitting the virus of infantile paralysis through

its bite. This is an added argument for the suppression of this type of insect. It is not improbable that tuberculosis, diphtheria, and other diseases which are largely spread through the discharges of the mouth and nose may also be carried by flies, and this is a further argument for the complete disinfection of such discharges.

It has been proven beyond any doubt that malaria and yellow fever are transmitted by the bites of certain female mosquitoes which have previously bitten persons infected with the germs of these diseases. Many of the commoner mosquitoes have not been shown to carry disease, but nevertheless all will agree that these pests whether they be of the dangerous kind or not, should be checked. The fight against mosquitoes is essentially a fight to do away with their breeding places. Mosquitoes lay their eggs in stagnant pools and the fight should be directed against these. All swamps, pools, and ditches must be properly drained, or, if this is impossible, covered with a thin film of oil, which will not only prevent the female mosquito laying her eggs, but also kill all of the larvae of the mosquito which may be present before the oiling. The use of fish in bodies of water which cannot be drained or oiled is recommended, as the fish devour the mosquito larvae. Rain barrels and cisterns must be screened, and all receptacles, such as tin cans, bottles, etc., must be looked after so that they may not become filled with rain, and consequently possible mosquito breeding

places. Catch basins should be oiled as they have been shown to be prolific sources of mosquitoes. Houses should be thoroughly screened for the protection of occupants from possible disease by the bites of infected mosquitoes.

PUBLIC HEALTH ADMINISTRATION

The United States Public Health Service

The chief public health duties of the Federal Government are in the hands of the United States Public Health Service, a bureau of the Treasury Department. This work had its commencement in the Marine Hospital Service, but in the course of the past ten years it has changed so that now practically all of its activities are of a public health nature. Two thousand persons are in the employ of the service. The service is allowed under the law to assume responsibilities in connection with outbreaks of cholera, yellow fever, smallpox, plague, and typhus fever. In cases of other diseases dangerous to the public health it is ever ready to step in and coöperate with the state and local authorities and frequent demands of this character are made on it. It has supervision and conducts practically all of the important work of foreign and insular quarantine, the medical inspection and supervision of immigrants; it coöperates with state and local health authorities in all matters pertaining to interstate matters which have a public health bearing; it has control of

biologic products in interstate traffic such as vaccines, antitoxins, and the like; it carries out scientific investigations in health matters, much of which is done in its famous Hygienic Laboratory; it disseminates information relating to the public health by frequent and valuable bulletins and reports; it collects and collates sanitary information and performs many important services. Not only does it do these things, but it does them well. It is a splendid service and deserves the commendation and assistance of all citizens of the United States.*

(The work of the United States Department of Agriculture has already been referred to under section entitled Food and the Public Health.)

State Boards of Health

Practically all of the states have a State Board of Health, or a similar body, whose prime function is to look after the public health problems of general state interest, assist the local health authorities, and attend to many things which the local health departments are unable to do. It would be impractical to give in detail an account of the various State Health Departments. They are of all kinds. Some efficient, effective, and properly financed; others extremely ineffective, inefficient, and receiving little funds for the conduct of their

* For fuller description of this Service see article entitled "Organization, Powers and Duties of the United States Public Service Today," by Dr. John F. Anderson, *American Journal of Public Health,* September, 1913, p. 845.

work. The following list of activities will give some idea of the chief functions of a State Health Department:

(1) Central Depository for Vital Statistics.

(2) Laboratories for bacteriological and chemical work.

(3) Sanitary Engineering Division to look after water supplies, sewage disposal, etc.

(4) Manufacture and distribute biologic products such as antitoxin, vaccines, etc.

(5) Maintain State Sanatorium for tuberculosis, hospitals, etc.

(6) Educational Campaigns throughout state on health matters.

(7) Special investigations of preventable disease.

(8) Food and drug inspection and examination.

The State Board of Health can perform a particularly useful service in rural districts of the state where there is little or no local activity in health work. An aggressive State Board can do much to educate the local health departments to a better understanding of what their problems really are.

Public Health Service in Municipalities

There is no doubt that the time has come when reorganization of the activities of Health Departments of many of the cities of the United States is to be accomplished. Some of the more progressive cities have

already started such work. The movement is largely due to a more scientific knowledge of the modes by which diseases are spread, and to a realization that public health work represents true economy.

The past history of Health Department organization shows lack of intelligent planning. Without an understanding of the possibilities and underlying principles of preventive medicine, departments have grown in a haphazard and accidental manner; as a result we find most diverse and curious forms of organization and administration.

It was natural that a great deal of Board of Health work should have been directed against all conditions where dirt was present. The investigations of the middle of the last century, which mark the dawn of modern methods of sanitation, were aimed at such conditions, and laid their emphasis on filth. Another quarter century was needed before the germ theory of disease was to be proposed and established.

The old emphasis on filth has, of course, left its mark on department organization. Many departments are still bearing the burden of plumbing inspection and garbage collection and disposal. These two important branches of municipal work do not belong to Health Department, and should be transferred to those city departments which naturally should have the care and control of such public service work.

One of the most important reasons for increased activity on the part of the Health Departments in recent

years, is to be found in the development of tuberculosis and infant mortality propaganda; movements which, in the past, have been carried on almost entirely by individuals and private organizations. The Health Department is now considered among the social agencies of the community, and no longer as merely a department with purely police powers. This places Health Departments on a much higher plane than they have heretofore occupied. It engenders a much livelier regard for the department on the part of the people, who in the past have considered the health office as hardly more than a place where they could make complaints, and whose chief function was the placarding of premises in case of contagious disease, and the abatement of nuisances. There has been a general indifference on the part of the public, but in the last few years, in many places, progressive departments have been gaining the sympathy and support of their communities for their new aims, and the public is commencing to expect and demand this kind of progressive and aggressive service.

Politics are being eliminated; sanitarians and others interested in the preservation of health, are beginning to see the dawn of the day when local politics shall no longer play an important part in the health administration of the city. The modern demand is for trained men and women for such work. Cities are now seeking those who have been specially trained in bacteriology, vital statistics, general sanitary science, and ad-

ministration. The supply of such persons is not great enough to fill the demand. As a result, special courses are being arranged by some of the universities and colleges of this country.* A health commissioner needs to be a person of unusual capacity. Such an individual would frequently make a financial sacrifice in accepting the position. Love of the work and desire to be able to do something of permanent value for their fellow men serves largely as a recompense. If such an officer is liable to be turned out of office on a change of power in the city government, it will make it difficult to obtain the right kind of health officials. The health officer of a city should be its most useful citizen. There is no intention of denying the fact that some political health officers have given, and still are giving, their respective cities a wise health administration, but this is no argument in favor of the continuance of such an arrangement, and the edict has gone forth in some up-to-date cities that politics and public health are not miscible, and are incompatible.

Ideal health departments are doubtless a long way off, but the time is not far distant when there is going to be a strong and imperative demand for a better service than is now being obtained.

It is a certain and proven fact that a great many lives are being unnecessarily sacrificed and that a vast

* A school for health officers has recently been opened under the joint auspices of Harvard University Medical School and the Massachusetts Institute of Technology.

amount of sickness now allowed to exist could be wiped out by proper measures.

Public health administration of a community even in the hands of an efficient and trained sanitarian will amount to little unless adequate funds are appropriated for its work.

Schneider has recently shown that the amount of money appropriated for health departments in cities of 25,000 or more varies from eight-tenths of one per cent up to $1.22 per capita. These figures are for preventive work and do not include the money spent for hospitals, plumbing inspection, street cleaning, removal of refuse, garbage, etc. The average was 38.4 cents per capita, and with six cities with large appropriations excluded, 26.8 cents per capita. Quite a few cities are spending from 2 to 10 cents. Adequate protection cannot be had for this amount of money. From 50 cents to $1.00 has been suggested, the larger sum for the larger cities where there are additional problems. A dollar a head does not seem at all a large sum when the benefits to be derived are taken into consideration. Police and fire protection costs more than this. The average citizen is beginning to show signs of discontent with the city authorities and is demanding not only protection from fire and criminals, but also protection from preventable diseases. Preventing diseases is less dramatic than putting out a fire or seeing a burglar arrested. When disease is prevented nothing happens and there is nothing dramatic or exciting about it. This is the highest type

of public health work. The city which purifies its water supply and thereby avoids an epidemic of typhoid fever deserves more credit than that which fails to safeguard the water until after a large number of its citizens have been carried off by typhoid fever.

Let us briefly consider the chief divisions of public health authorities. In small places it is not to be expected that the health department will be organized into all the divisions mentioned, but even if the complex organization is not necessary, the same work should be performed, even if in a limited way.

DIVISION OF VITAL STATISTICS

This division has charge of all death, birth, and marriage certificates.

DIVISION OF COMMUNICABLE DISEASE

This includes all work of quarantining, isolation, disinfection, hospital care of infectious diseases, diagnostic bacteriological laboratory, home visiting of parents by nurses, inspection of quarantined premises, and most important of all the careful epidemiological study of all communicable diseases reported so as to discover the source of the same and to institute methods to prevent further spread.

DIVISION OF FOOD INSPECTION

This division includes the inspection of all places where food and food products are handled; meat and

slaughter-house inspection, milk inspection both in the country at the farms and in the city at the railroad stations, bottling establishments, etc. A chemical and bacteriological laboratory in large cities for use of this division is imperative. Inspection of commission houses, bakeries, confectionery and candy stores, drug stores, restaurants, come under this division.

DIVISION OF SANITARY INSPECTION

This embraces all nuisance and complaint work, housing inspection, inspection of work shops, public buildings, privy vaults, cesspools, stables, etc. The suppression of flies, mosquitoes, and other dangerous insects is primarily looked after by this division.

DIVISION OF CHILD HYGIENE

This division undertakes the supervision of midwives, maintains infant milk stations, dispensaries for infants, district visiting of mothers by nurses, and all of the special work designed to decrease infant mortality. Medical inspection and examination of school children belongs to this division. (This work is frequently in the hands of the educational authorities.) It includes vaccination of school children. The issuance of employment certificates to children is not infrequently included in the work of this division.

DIVISION OF EDUCATION AND PUBLICITY

The function of this division is to educate the people

in public health matters by all the available methods, as bulletins, lectures, moving pictures, newspaper articles, etc. The prevention of much disease is absolutely beyond the powers of the most effective health department. The public must be made to coöperate, and must be informed of the way to avoid infection. The department of health should spread the gospel of sanitary living by every available channel. As has been indicated, the health department of a community is, or should be, a social agency and not simply a police department working through prescribed laws and ordinances.

If it is going to do its best, it must coöperate with all public or private organizations that are working to improve the conditions that have a direct or indirect effect on public health. Coöperation with organized charity, with educational, civic, and religious organizations, with the medical profession and medical societies, and with many other organizations, will bring great benefits to the local health bureau. It should be the duty of this division to foster each coöperation.

Public Health Service in Small Towns and Rural Sections

The public health administration in small towns, villages, and rural districts is, to a large extent, inefficient. Such communities are unable to pay sufficient funds to insure proper safeguarding of the public health. Proper rural sanitation is not only important to the persons living in such districts, but it is also of

importance to the cities. For example, much of the disease in cities traced to milk is due to poor sanitation in the country. The appointment of properly trained full-time county health officers is being advocated and practiced to some extent. This is a step in the right direction and should be encouraged. It enables the sparsely populated sections to obtain expert service which they cannot otherwise afford. The expense is distributed over all the townships that benefit. Again, a number of small communities can band together for health work, employ trained officials, maintain a joint health laboratory, and in this way get excellent service which as individual communities would be impossible.

QUESTIONS FOR REVIEW. PART IV

1. What is the Registration Area? Why is it unsafe to attempt to compare the healthfulness of different communities by comparing their death rates?

2. How is the death rate of a community expressed? What do you understand by the term infant mortality rate?

3. What is the most important way in which the communicable diseases are spread? What do you understand by the term "germ carriers"? Why are measles and whooping cough so important?

4. What is the status of our knowledge with regard to the spread of infantile paralysis? How is the spread of smallpox prevented? What is trachoma? How is it disseminated?

5. What diseases are carried by mosquitoes? Enumerate the more important methods used in preventing the breeding of these insects? What is the most important breeding place of flies? What diseases do these insects carry?

6. How important is sewer gas as a cause of sickness? Outline the methods to be used in preventing the spread of typhoid fever.

7. What are the chief causes of death of infants? What are the most important measures to be undertaken to decrease infant mortality?

8. What do you understand by the term "pasteur-

A FRESH AIR CAMP FOR NEGRO CHILDREN
Outdoor air and sunshine are the greatest germ destroyers

ization" of milk? Discuss the danger of milk from tuberculous cows. What are the chief methods for purifying water?

9. How important do you consider ice as a vehicle of disease? Discuss the relationship of housing to the public health.

10. What are the chief divisions of work of health departments? Why should public health work of a city be freed from politics?

SUBJECTS FOR SPECIAL STUDY

1. Infant Mortality. Its causes and methods of prevention, with a special study of existing organizations, both public and private, which are engaged in this field.

2. The Housing Situation. Laws and city ordinances regarding housing, with particular reference to sanitation and fire.

3. Milk and Other Dairy Products. The general situation with regard to source, method of transportation, distribution and handling in general.

4. The Fly Nuisance. Prevalence; general survey of fly breeding conditions in the community; methods in use to prevent same.

5. The Contagious Disease Record of the Community for the last Five Years. How does it compare with similar communities?

6. The Hospital Facilities for Communicable Diseases, including Tuberculosis. Are they adequate?

PART V

Budget Making

By MRS. HOWARD G. WARREN

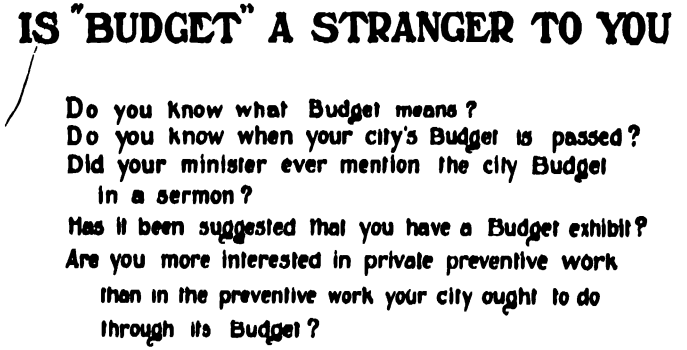
The Search-light for Sound Business Methods

BY Budget we mean the ways and means by which income and expenditure for a definite period are to be balanced.

The word originally came from a Gallic word meaning sack. Latinized as *bulga,* it passed into Old French as *bougette,* from which the present English form is derived.

The term came into general use in England about 1760. It became the common word for a despatch box in which official papers were kept. The chancellor of the exchequer was thus said "to open his budget." From the papers in his box he made an estimate of the probable income and necessary expenses for the year.

As the careful making and study of a budget gives a sharp impression of waste and details, all modern scientific spending is based on what is termed the "budget plan." Nor is the budget concerned merely with money. A knowledge of community development requires the use of accounts and inventories, not only of money but of energy. Careful thinkers of today see that we must not only spend our dollars more



A BUDGET POSTER.

wisely but that we must spend our energies more wisely. Our state agricultural colleges are impressing upon farmers the need for accurate expenditure of energy, and are accordingly teaching them that they must standardize their work. The recent agricultural development of Wisconsin and Kansas has been due in large measure to their state universities. Nor is conservation limited to agriculture. Women students are being taught that the family budget is the machine by which the raw material of an income or a salary is made to cover what they want out of life.

In the final analysis nothing is more richly significant of the economic well-being of a community than a study of its family budgets, and nothing is more

richly significant of the social well-being than a study of city, county, state, and national budgets. The statistics of budgets, properly grouped and put in readable form, throw much more light on the causes and consequences of social and economic phenomena.

The Search-light of Public Welfare

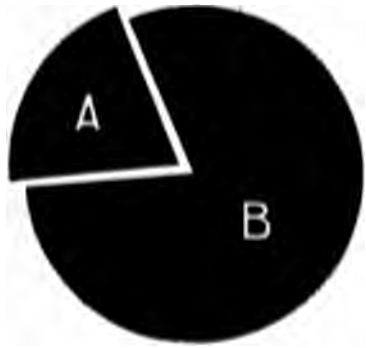
Budget study is the search-light of public welfare, and we must learn to put community interest first, as did the forefathers of our country. Only through an intimate study of family budgets can an adequate understanding be had of consumption, saving, profit, increase in productive goods, etc. Thus budgets are original sources of information for economists.

Woman is the great consumer of the world. It has been estimated that women spend from seventy-five to ninety per cent of family incomes. Political economy is defined as the science of wealth. Then it should be just as much concerned with the way wealth is consumed as the way wealth is produced. Economists for ages have been making detailed studies of methods of production and exchange — machinery, patents, currency, banking, tariff, movements of prices, transportation, rents, profits, wages — but they have not as yet given very much systematic study to the consumption of wealth. Some good investigations that have been made, lack uniformity in method.

The word "budget" sounds forbidding. When the average citizen hears it he usually shudders. He sees

$2,243,822.03

MORE THAN A FIFTH OF ALL STATE EXPENDITURES ARE FOR THE CARE OF THE STATE'S DEFECTIVES, DEPENDENTS AND DELINQUENTS



Total Disbursements
A-Disbursements for Hospitals, Asylums, Homes, Prisons & Reformatories
B-Other Disbursements (all purposes)

ONE IN EVERY 206 OF NEW JERSEY'S POPULATION IS A WARD OF THE STATE

WHEN WILL PREVENTIVE MEASURES REDUCE THIS NUMBER?

A SAMPLE BUDGET CHART.

a mountain of figures toppling over on him and he dodges. In a vague way he knows that a budget is an estimate of the proposed expenses for conducting his school-houses, his city, or his state next year, and that his tax bill depends upon budget needs. When a person can look *behind* the apparently forbidding columns of figures and intricate tables of percentages, he sees a budget as a great human document.

A School for Tax-payers

A budget exhibit for tax-payers is a school for tax-payers where they are taught what it costs to carry on their government for city, state, and nation. Budget exhibits equip citizens with a better idea of their responsibilities. The average citizen must get used to thinking of government in terms of responsibility. If a city misspends its money and its opportunities, individual houses get poorer gas, water, sewers, parks, playgrounds, etc.

Good and bad government has a direct influence on home life. Every town and state should have a paid committee to look after its budget work. This committee should have three fixed duties: (1) to collect reports and study needs; (2) to make charts and diagrams of needs, showing points of connection and the relations of things, so the spectator can make quick comparisons and get ideas of percentages; (3) to establish a permanent museum with up-to-date exhibits of the cost of government, where tax-payers can get

SOURCES
OF THE STATE'S RECEIPTS IN 1911

	Amount	%
1. R.R. Corporations	$3,918,996.21	43.95
2. Miscellaneous "	2,618,213.13	29.35
3. Collateral Inheritance Tax	745,777.16	8.35
4. State Institutions	772,114.93	8.65
5. Fines, Fees, etc.	862,693.60	9.70
Total Receipts	8,917,795.03	100.00

WHERE THE MONEY COMES FROM.

a condensed idea of the problems which confront them. A great piece of engineering work is built from exact drawings. Citizens must be able to build their government from simple drawings that show at a glance how their money is to be spent.

Unwise Methods of the United States

Our national government not only does not prepare budget estimates, as do other great countries, but it has no organic means for preparing and considering one. President Taft advised having a budget committee in Congress to act as a final clearing-house for all the recommendations for appropriations made by the various committees. Today our national expenses are decided by nine separate standing committees and the plans for raising revenue are formulated by a tenth committee, and still other committees have the task of reviewing generally the government expenditure. In the light of ordinary common sense such practices should be revised or swept away and practical methods adopted.

Professor Henry J. Ford, of Princeton University, has written a practical book on "The Cost of Our National Government," which he calls a "study of political pathology." He advocates making budget control a presidential responsibility, according to Section 7 of the Sundry Civil Appropriation Act of March 4, 1909, which makes it the duty of the President to coördinate income and expenditure. Professor Ford regards this act as the salvation of representative government in the United States. The annual waste of money by Congress is estimated in his book at about $50,000,000. Appropriations far exceed public needs. Our waste is greater than some national incomes. Senator Hale was led to predict national

bankruptcy because national expenses are increasing faster than population.

The problem of national budget control is now acute. We have legislative control through "pork" distribution and "log-rolling." Congress avoids responsibility in the matter, while investigations come to nothing and appropriations are manipulated to aid patronage. The situation is the result of growth, not of a conspiracy: it is the inevitable trend when material things rule. Good laws are hard to pass and hard to enforce largely because of the indifference of the people and civic ignorance. The most vital element of reform is the interest of the public.

Budgets in Wisconsin

While Galveston, Texas, and Dayton, Ohio, were pioneers in the field of budget making, the term "Wisconsin movement" is usually heard wherever budget discussions are taking place. The Wisconsin movement may be said to have begun when Charles McCarty, a professor at the State University of Wisconsin, started a legislative reference library, connected both with the university and the legislature. It has become a part of practically every agency of the state of Wisconsin.*

* The Wisconsin people very willingly answer all legitimate requests for information bearing on social service, and the National Municipal League, North American Building, Philadelphia, will send recommendations on municipal reference libraries.

For the story of Budget Making in New York City, and for

The Good Record of Kansas

The University of Kansas is a state bureau for research for the people, and the activity of the higher state institutions of learning is more than a substitute for the average politician. In Kansas the State Agricultural College appoints and controls the highway engineer and the state dairy commissioner. The dean of the medical school of the state university is administrative officer of the State Board of Health. The administration of pure food and drug laws, water surveys, sewage disposal, and all acts relating to public health are under control of the state university. The chancellor of the state university is official custodian of weights and measures, the curator of the university is state fish and game warden. The engineering department assists the Public Utilities Commission. Four hundred thousand school children in Kansas have never seen a saloon, and the average consumption of intoxicants is $1.48 as against $24 for a neighboring state. Kansas has two per cent of illiterates today as against forty per cent thirty years ago. In 87 of 105 counties Kansas has no insane, in 54 counties no feeble-minded, in 96 counties no inebriates. The jails

practically the only handbooks and pamphlets ever published on budget making, write to the Bureau of Municipal Research, 261 Broadway, New York. The Bureau has a fund given by ex-Comptroller Herman A. Metz to help communities wishing to improve their budget making, public reports, public hearings on public issues, such as the annual budget.

WHERE $100. IN SCHOOL MONEY COMES FROM

1. State	$ 27.08
2. School Districts	53.98
3. Other Sources	16.94
	$ 100.00

DO YOU KNOW WHO SUPPORTS YOUR SCHOOL?

Prepare a chart showing where *your* school money comes from.

in 53 counties were recorded empty at one time. The per capita cost of normal schools in Kansas is $75 a year. The per capita cost at the state agricultural college is $107, at the state university $171, making the average state cost for higher education in Kansas $117. The average cost of eleven states similar in rank to Kansas is $202.*

Has your state ever had a budget exhibit showing the management of your state institutions? Many states have had such exhibits.

Wisconsin has twenty commissions to run the affairs of her state, and a study of her methods will be illuminating as "Next Steps." Ask your public library to see that the annual reports of these states are on file for the thinkers of your state to study and analyze. Sift matters for yourself. Get accustomed to thinking of government in terms of responsibility. A budget exhibit will arouse the public conscience as to its individual neglect.

Activity in New Jersey

The New Jersey State Federation of Women's Clubs has had a series of charts made showing how the state of New Jersey derives and spends its income. These charts were drawn from the state comptroller's report by Miss Genevieve W. Beavers, who is connected with the Stevens' Fund for Municipal Research in Hoboken and the New York Bureau of Municipal Research.

* Article by William Allen White in "*The Outlook*," 1913.

The charts were first exhibited at the annual convention of the State Federation of Women's Clubs at Atlantic City in May, 1913.* The charts are sent to various clubs throughout the state, so that the club women can be familiar with the ways their state taxes are distributed. Many clubs hope to secure the use of a vacant store room in a central location and supplement the exhibit of state charts with local charts which either tell or ask vital things about local conditions. The clubwomen aim to make the citizens of the state of New Jersey realize that the greatest sources of all government problems are carelessness and wastefulness. It was Benjamin Franklin who said that the eye of the master will do more than the work of his hands.

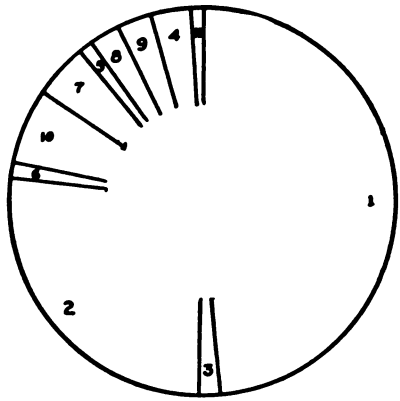
The Woman's Club of Orange, New Jersey, asked the Bureau of Municipal Research in New York to help them outline a plan for a budget exhibit to be held in their club house and the "Next Steps" devised to help these club women are very practical.

How to Start a Budget Exhibit

The first suggestion made was to have the volunteer city investigators work under the direction of a paid expert investigator trained in the Bureau to make surveys of municipalities. The following points with

* Reproductions of a few of these charts appear in connection with this article.

HOW THE STATE DISBURSED $100.00 IN 1911



1- Education	$48.52
2- Charities and Corrections	26.42
3- Health and Housing	1.74
4- Roads	3.38
5- Parks	1.23
6- Legislative and Executive Depts.	1.21
7- Judiciary and Courts.	4.53
8- Finance, Comptroller etc.	2.51
9- Militia	2.95
10- All Other Departments & Commissions	6.33
11- General	1.15
Total	100.00

DO THESE DISBURSEMENTS REPRESENT RELATIVE STATE NEEDS

WHERE YOUR MONEY GOES.

subtractions and additions for general conditions, covers the work which can be done under an expert trained investigator, and many of the points can be locally investigated without expert help.

1. Find out all about the sewage problem and its per capita cost.
2. Deaths from preventable diseases.
3. Study vital statistics, births, marriages, etc.
4. Test weights and measures in local shops.
5. Study defects in school houses and school work.
6. Study the surface conditions of the street.
   How many holes in each street studied?
   Is there soft mud and rubbish in the gutters?
   Are streets cluttered with rubbish, tin cans, papers, broken glass?
   Are the yards kept clean and orderly?
   Is there any attempt at landscape effect?
   Are ashes, garbage, refuse properly collected, with garbage cans properly covered and also entirely emptied at each handling?
   Are there manure piles for breeding flies?
   Are pavements contracted for under specifications fitting permanency?
   Are persons who pollute the air with smoking chimneys ranked as public nuisances as well as those who pollute the streets?
   Is any attempt made to prevent city congestion by city planning and to provide adequately for

commerce and a beautiful town at the same time? What about real estate sub-divisions?

Are there any billboards around public playgrounds which advertise beer and cigarettes? Is there a local ordinance controlling billboards? If not, why not? Does your local art museum plan to help artistic advertising? Towns without billboards will do well to pass an ordinance to control them before they arrive and have a commercial value.

All these topics are elements in a legitimate budget education, for only by studying them can citizens learn to spend their money wisely. What does the existence of all the various clubs and societies for civic betterment mean, if it does not signify that our institutions are either antiquated or inadequate? There can be no doubt that perplexed citizens are beginning to study their problems, and a budget exhibit will give the story of common statistics in a nutshell.

The following questions will suggest inquiries as to public health:

Are meat and bread covered in shops?

Are shop-keepers allowed to display produce on floors where stray animals can get at the products?

Are foods properly protected from flies?

Are all food shops and dairies inspected?

Is the town milk officially "scored" by the health officer?

ONE OF THE FINEST TYPES OF A PARK SOCIAL CENTER
For Public Recreation, Library, Fieldhouse, Gymnasium and Playground, Ogden Park, Chicago

GENERAL FACTS ABOUT NEW JERSEY

Population	2,537,167
Area	7,815 SQ. MILES
Number Wage Earners	326,223
Valuation Real & Personal Prop.	$2,166,735,516
No. Public School Buildings	2,084
Value of School Property	$36,438,047.91
No. Teachers Employed	12,067
Average Salary Paid	$715.46
Total Enrollment	429,797
Average Daily Attendance	324,239
Current Expenses of Schools	$11,963,278.43
Average Cost Per Pupil	$28.16
Death Rate	15.57
Sanitary Districts	476
Miles of Public Roads Built in 1912	105.6
State Wards 1 in every 206 persons	

SOME THINGS A BUDGET EXHIBIT SHOULD COVER.

Does the health officer regulate the sale of milk, ice-cream, butter, and ice?

Does he regulate nuisances, tenements, plumbing, contagious diseases, etc.?

Is milk kept below 50 degrees?

Do the records of the health department show the official milk scores? Also the nuisance actions, plumbing inspections, marriages, births, deaths?

Does your health officer regulate cold storage conditions and local sales of cold storage products?

Where can housewives and mothers learn the facts about local milk scoring, food inspections, etc.?

Are local newspapers asked to print once a month

the official health regulations, new acts and items about old ones?

Have you a public market? What are its conditions?

Other Suggestions

Police and fire protection, dance hall regulation, parks, playgrounds are other topics showing the scope of a survey for a budget exhibit.

Are school physicians and nurses able to get supplies ordered for school children, such as eye-glasses, surgical aid, etc.? The Contemporary Club of Trenton raised a sum of money to provide eye-glasses for school children who could not afford them. Arouse interest in preventing non-promotion of school children, for it is a great waste both of time and public money to have a child fail to pass to the next grade. Learn what it costs to send a child to school for a year, and who pays the bill. Do you know what items appear on your school reports? Do the school reports show the attendance marks of the individual members of your school board, and a record of any times when a quorum is not present? When public officials or private citizens want the tax-payers to vote a larger budget the plausible excuse is made that the town is growing. Find out if the rate of growth compares with the rate of advance in tax. Have a unit of inquiry at a budget hearing.

The requests from different city departments asking for appropriations for next year's work should be

ARE YOUR CHILDREN ON AN ALLOWANCE

Or Do You Give to Them What and When They Want?

FATHER KNICKERBOCKER

HAS PUT HIS DEPARTMENT HEADS ON AN

ANNUAL ITEMIZED ALLOWANCE

THIS IS A SEGREGATED BUDGET

BUDGET REFORM HAS DONE THIS

1906 Street Cleaning Budget	1912 Street Cleaning Budget
Described in 6 lines	Described in 362 lines
2 inches of space	126 inches of space
Lump sums	Itemized accounts
6 different accounts	119 different accounts
No public interest	Continuous public interest
No public hearings	Public hearings
No relation to known community needs.	Based on known community needs.

SHOWING UP THE BUREAU OF STREETS.

based on last year's actual work as the logical growth of a year's book-keeping, and be accompanied by definite statements of its use if granted. Do the city's accounts show the actual cost of government each year or merely the total annual receipts and disbursements? Does the estimated budget show the estimated cost of all plans? Is the unit cost of work a matter of record in all the departments? Appropriations and expenditures must be connected. There must be no confusing

totals or confusing mixtures or adding of assets to expenses.

Congress has the Congressional Record, which is published every day the house is in session, and distributed the next day after the proceedings. State and city departments issue pamphlets, health and education receiving particular attention. Send for these pamphlets — or better still have your local library do it so they can be used by the general public after the budget exhibit has made it known where the pamphlets can be found.

The average person is very wasteful with printed pamphlets. Printing bills are a big item of expense and print is one of the best mediums for the exchange of budget exhibit news. Public printing extravagance is enormous. Many blank pages in pamphlets, kinds of type, qualities of papers, no consideration of postage when the pamphlets have to be mailed, the mailing of pamphlets months after they should have been mailed, deckle-edge paper, engraved cards of invitation suggesting pomp, elaborately printed programs, elaborate blank forms for various commissions and appointments, all increase the public printing bill to no good purpose. When Kansas did away with the fees for state printing, and put it on a salary basis, it helped to take a lot of "slush" out of politics. When you receive extravagant public printing find out who is responsible for the public waste and make it a matter of record in your annual budget exhibit. There is

no need for a government to pay more for supplies than an ordinary commercial house. Keep down the useless expenses and spend the money for public welfare and public recreation.

Psychologists are saying that children go wrong in their hours of play and not during their hours of work. People must have recreation and it must be supervised. Make a chart showing the public recreation facilities. Count the people on public playgrounds on Saturday afternoons, and in your parks on Sunday. Draw up a study of your commercialized amusements such as dance halls, pool parlors, moving picture shows, theaters, etc. Such charts will be helpful to intelligent voting on public recreation items in the budget estimate.

When Justice Hughes was Governor of New York he said: "The efforts of the general public to participate in budget making are pathetic." He meant that legislators themselves are unable to apportion justly, for they have no adequate advance knowledge of departmental budgets and proposals. How many times are estimates based on preliminary investigation and comparative examination? Does your state legislature give general public hearings on its appropriation bill? If so, how many citizens attend?

Budget exhibits, tax-payers' hearings, municipal reference libraries and an aroused public interest will make a great change in the scientific management of the public dollar.

Budgets Must Represent Official Intentions

Budget estimates are meaningless when they do not represent official intentions. Money voted for certain purposes must be spent for exactly those explicit purposes, so as to prevent "jockeying" appropriations. Compare each month's expense with that of every other month in the year and for the same corresponding month for two years. No estimate should be based on a big month's expense but upon the average expense throughout the year.

How many officers are directly responsible for voting money? Are the same officers who vote the budget directly responsible for spending it? Separate the responsibility for raising revenue from the responsibility of spending it. Secure thorough investigation of all public improvements on the part of the authorizing body. Eliminate understatements of estimates in order to obtain authorization to begin work. Make sure that public printing is done in newspapers of wide circulation. Instances have occurred where street improvements have been advertised in unknown small journals and contracts let before anyone knew the improvement was to be made. Assure competition for all architects and engineers for all public works. Any vague ambiguity in a government contract is an opening for extravagance and waste. Keep "records" of your officials. Grade them as if they were to pass an examination in a school. A "guess" estimate shows insufficient business procedure. If a building

ARE YOU INTERESTED IN SUCH SOCIAL ASPECTS OF YOUR TOWN'S GOVERNMENT AS:

Playgrounds
Public Baths
Clean Streets
Well Paved Streets
Care of Poor & Dependent
Care of Delinquents
Care of Sick
Care of Defectives
Probation Work
Evening Schools
Pure Milk
Infants Milk Depots
Medical Inspection
Prevention of Infant Mortality
Prevention of Sickness
Fire Prevention
Meat & Food Inspection
Public Education
Weights & Measures
Open Air School Rooms
Tenement Inspection

STUDY YOUR TOWN'S BUDGET AND LEARN WHAT IT PROPOSES TO DO WITH RESPECT TO THESE NEXT YEAR

A GOOD POSTER FOR AROUSING INTEREST IN YOUR TOWN.

estimated at two and a half millions cost six, somebody is responsible. Place the responsibility. Require the Board of Estimate to publish in a readable form an accurately itemized statement of cost. Limit the extras to a reasonable percentage of the whole, and require that reasons for any variations or additions in the estimate be published. Eliminate unbalanced bids by extending the method for contracting on the unit percentage bidding, so the city and state may obtain the benefit of current market rates and pay only for work actually required. Find out if there is a combination among dealers by which certain contracts are divided, and if the dealers arrange their bids accordingly.

Find out if your methods are elastic enough to enable your comptroller to pay bills within ten days of contracting so that the same cash discount will be allowed as is given to commercial houses. The machinery in city and state institutions usually works so slowly that this discount is lost. These reductions for cash items amount to tremendous sums. What administrative problems require immediate attention? How can such attention be organized and expedited?

Public Knowledge Will Eliminate Private Snaps

The idea of public office as a private snap has never been weakened by allowing officials to collect fees instead of salaries. The only remedy against soft snaps is public knowledge of where they are, who has them, and what public benefits they make impossible. The officer whose duty it is to prevent soft snaps is the comptroller. In direct proportion to his competence will soft snaps disappear.

Payrolls are the largest items of expense in a budget. Dr. Allen says that the public payrolls need a vacuum cleaner. No general attempt is made to systematize work. Payrolls are increased in three ways: (1) by new work; (2) by extensions in old work; (3) by increase in salary rates.

To decrease the payroll the Bureau of Research recommends five points: (1) a just plan of retirement for aged employees; (2) discontinuing positions cre-

ated to make jobs; (3) establishing work standards; (4) establishing payroll supervision; (5) coöperation of employees to give dignified service. Standardize the work for a day. Labor unions are asking eight hours a day and getting it sometimes. Public labor should be bought by work units just as coal is bought by heat units. Time sheets should be kept so that coming down to work means staying down and doing a really legitimate day's work.

Are purchases for various departments under standard specification? Is coal bought by heat units, as commercial houses buy their coal? Are all purchases inspected and checked off with specifications in hand as received in proper form? Are bills audited as to quantities received, and unit prices charged? Is the legal value of a license and the market value the same? If not, who gets the difference? New York City passed an ordinance making the legal push-cart fee $2.50, yet the market value of the same push-cart license was $25, for the value of each license increased as the number of push-carts decreased. What became of the difference between the legal and market value? Have charts in your budget exhibit following up the effects of laws. Illinois women had a chart made showing the effect of a child labor law on the school attendance which was most illuminating. And that is all budget investigators should search for —light but not heat. Keep track of affairs by asking direct questions of officials and all concerned persons.

Accurate Reports the People's Lobby

Reports are indexes of what goes on in department work. All official reports should give at the beginning a summary of the year's work, supported by the proper counts, comparisons, and percentages. Instead of long, rambling, disconnected lists of details, insist upon a condensed story first, followed by details. There is a constantly increasing demand for readable reports, written in crisp newspaper style. Facts should be interpreted and followed by recommendations. Dr. Allen says that where reports fail to make the whole truth interesting to the public that there is usually an attempt being made to conceal something. There should be an open discussion so that everybody will know exactly the reasons for and against a project. Budget exhibits and budget reports must come to be the People's Lobby in legislative matters.

Tax-payers' hearings have had a far more important bearing on recent progress than citizens seem to understand. Their possibilities are tremendous. Not only make sure to ask for a hearing, but make sure that citizens know of the meeting and attend it. See that the leading newspapers publish the facts developed at the hearing. They are always willing to make space for news.

Research workers say that knowing becomes evidence when it is able to prove to those who do not know, and to those who do not want to know. The

Bureau of Municipal Research recommends twelve steps in securing evidence for budget charts: (1) desire to know; (2) units of inquiry—all counting or weighing of the same thing; (3) counting; (4) comparing—by parallel columns, press announcements, and printing; (5) subtracting; (6) percentages; (7) summary—story in a nutshell as given at a budget exhibit; (8) classification—each act by itself; (9) cost value; (10) annual cost maintenance; (11) annual cost repairs; (12) annual net income from.

Misgovernment Due to Ignorance

Misgovernment is due more largely to the ignorance of citizens regarding public affairs than to any other one cause. No government will be better than its citizens demand it shall be. The story told in budget exhibits will be as useful to the ordinary official as to the ordinary citizen. The study of budgets leads to orderly administration, to scientific accounting, to scientific budget making based on a study of actual conditions of living, to scientific purchasing methods, to careful cost records and scientific specifications for supplies, to all the other details for scientific management which a city charter or a state constitution never mentions. Budget knowledge is the difference between guessing and knowing.

Comptroller William A. Prendergast, of New York City, asks and answers four pertinent questions:

"Who is your city's greatest educator? Its city government.

"Who is your city's greatest philanthropist? Its city government.

"Who is your city's great social worker? Its city government.

"Who is your city's greatest hospital manager? Its city government."

A municipality should be the biggest thing the town possesses, for it has to do with all the affairs of *all* the people. Its proper management should be the *first* concern of every citizen and citizens should be trained to put community interests first.

The Study of a Township

County and township have been entirely neglected units in community interest. The University of Minnesota has published "A Social and Economic Review of a Rural Township in Southern Minnesota," written by Carl W. Thompson and G. P. Warder. They made:

1. A nationality map to study racial tendencies.
2. A tenancy map for ownership of land and percentages of homesteads. How many houses with plumbing? steam heat?
3. A study of convenient water supplies for home and stock.
4. Hours of daily work and apportionment of time.
5. Numbers of cattle, hogs, chickens, etc.

6. Number of horses, automobiles, bicycles.

7. Percentage of mail order buying, and buying from and selling to peddlers.

8. Roads to market and railway stations, including easy grades for heavy loads, road tax, road maintenance, waterways, docks.

9. Maps of school districts with statistics.

10. Township meetings and halls, civic associations, organization membership, lodge membership, newspapers read in the county, libraries in county, character of reading material, social activities—the per cents of band concerts, music, dancing, cards, billiards, lectures, fishing, picnics, baseball, evening parties, phonographs, moving pictures, different forms of recreation with family taking part, lines of social cleavage, and attitude of people generally toward dancing and card playing.

The Budget and the Home

When the social aspects of budget making are realized, the question which comes first to mind is: "What is this government, that women have been taught for ages to think of it as remote from daily life and as unrelated to home life in any way?"

Schools, roads, parks, playgrounds, gas, water, sewers, etc., all have such a direct influence on daily life and standards of living. It has been said that the single greatest social reform in the world is the New York tenement reform law. When we realize that

MRS. MANHATTAN

The CARE of

Your household's ashes and waste

and

One side of the street before your house

Costs the city yearly—$ 24

How much of this might be saved

IF { Rubbish and garbage were properly separated
Papers were not strewn about the streets
Householders put their refuse out promptly
Receptacles were easily accessible

A GOOD POSTER FOR GENERAL USE.

Why not prepare one like it for your own city?

we are spending twelve billions every year for our living, that 600,000 babies die annually of preventable diseases, that there is one divorce in every twelve marriages, then the need for putting living on the budget plan is apparent.

The family budget is merely the means by which useless wastes are eliminated from home life. Education for a girl which does not make her a competent mother as well as a good mother is a travesty. The importance of water, gas, electric light, street railways, telephones, etc., add to the formidableness of the fam-

ily budget study. Women are realizing that these things are part of family administration and that they can not be left to chance and politicians. The law says that a child must pass through the streets to school when it is six years old. This is making mothers realize that the street which leads to the school, also leads to the factory and the office, and is the direct hallway of the home. It is a mother's direct concern as to the kind of milk and food she feeds her family, as to the kind of school provided for her children. She is vitally interested in the budget of the school and is asking that half the members on any school board be women, in order that school matters may receive attention from a woman's point of view as well as a man's. She finds that very few male members of a school board ever visit the school during school hours, and have not the least idea of what makes a competent janitor. Women are beginning to say that, "We the people, own the school houses; they do not belong to the janitors or the school boards." As the President of the Home, woman is asking to have a voice in municipal management, just as the president of a bank asks to have a voice in what directly concerns his interests.

The Opportunity for Schools

One of our prime needs is to fit our education to daily living. The students in our schools should be under self-government. They should learn what the

administration part of government means, for administration is the great American failure. Miss Laura Donnan has probably done as much effective work for good citizenship as any teacher in the country. For years she has taught civil government in the Shortridge High School in Indianapolis. Every Friday afternoon for years she has held class sessions which are conducted exactly as are the Senate sessions at Washington. She acts as Sergeant-at-Arms. The students assume the names of real senators and are always called by those names during the session and their votes are recorded under their senatorial names. Without regard to sex the student senators debate public questions with a deftness of idea and verbal sword play which would make the average stand-pat senator think hard. Several graduates have said that this training in the senate was by far the most valuable thing they learned in the High School course. On Saturdays, the class is taken from one public institution to another, meeting all the officials and having the work of government and institutions carefully explained by those doing the work. Is not this one good way to make a trained public opinion?

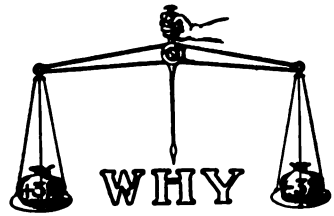
We Should Stamp Out Illiteracy

Study the United States Census reports for illiteracy between the ages of ten to fourteen. Germany, Norway, and Sweden report one case in a thousand. In the United States, according to 1900 census, the pro-

portion is 71 out of 1,000, or more than half a million children between ten and fourteen, half of them white, who can not read and write. Professor Scott Nearing says that only six out of every 100 students who enter school (in Philadelphia?) are graduated from the high schools, and only 27 out of 100 finish the grammar grades. Illiteracy charts make useful budget studies. How many men and women born in this country can read and write? The Commissioner of Education at Washington will be helpful in obtaining facts for illiteracy charts.

Investigate Bond Issues

There is a great need to stop careless spending and to take our schools out of politics. Prove this by charts illustrating how funds are wasted by extravagance and carelessness. Is your community paying for its school houses or building them by issuing bonds, leaving the debt for posterity to pay after the school houses are obsolete? How can a community prevent careless funding? Expense facts for city budgets are often hidden in debt redemption charges. Every time a bond appears remember that an additional weight must be carried. The debt restrictions in some states are overcome by special legislation which defeats the purposes of the general statutes. The moral effect of a bank account on an individual is tremendous, and it is just as vital an influence of a government not to feel the weight of a bond issue.



WHY

EARN 3% ON YOUR SAVINGS
LOSE 3% ON YOUR SPENDINGS

DISHONEST WEIGHTS AND MEASURES MORE THAN OFFSET YOUR BANK INTEREST.

Wastefulness and Carelessness are two American sins.
Be accurate and careful. Get the Habit!

AN ARGUMENT FOR ECONOMY.

Let those who argue for a bond issue to pay for all sorts of things, prove their points on charts for a budget exhibit.

One peculiarity foreigners note in Americans is that they never seem to be sure of cash transactions which pertain to common things. For a nation that interprets value by the dollar's worth, we are criticised as a nation strangely lacking in getting our money's worth. Some persons entertain the idea that it is not well bred to mention cost prices in ordinary expenses. We have the general habit of waiting until conditions need a derrick to pull things in order and then building the derrick. What we should work for is prevention,

giving early needed attention which prevents wastefulness and carelessness. If a city rolls up a great burden of debt beyond its means to pay, there is a burden placed on future generations that compares with the lack of foresight the Indians showed in dealing with our government. If ground assessed for $4,000 is bought by the city for $240,000 for public use of some sort, somebody is responsible for this phenomenon. Trace the responsibility and find out where your budget management makes such a thing possible. Do favorite banks get state funds without paying interest? Require public accounting of interest on a treasurer's deposits.

The Reorganizing of Women's Work

The character of woman's work more than a lack of ability has been responsible for many mistakes in sensing economic values. The cumbersome homes with a lack of system, together with woman's lack of vocational training for the profession of home-making, reduces the efficiency of woman in the home. Few women approach housework in a professional spirit. The housewife's tasks are so many and so varied. The girl of yesterday had no vocational training for her life work. Her education began really after her school days were over. At school she learned to "name the presidents in order," "give the name of Scott's novels with their dates," etc. Less than one girl in one hundred went to college. In fact, in

the early part of the nineteenth century girls were allowed to attend the High School in Boston only at such hours as the boys "did not require the use of the building," and soon even this was not allowed, as it was an unseemly proceeding. For many years men's colleges have been differentiated into groups for scientific and professional training — engineering, law, medicine, agriculture, commerce, journalism, etc., each offering distinct preparation for a distinct vocation. Until quite recent years women have been in a blind alley of culture with but two outlooks — the idle gentlewoman and the teacher. Today we have women's colleges and coeducational universities, all offering women a training for any profession, including that of wife and mother, with chemistry, physics, bacteriology, physiology, psychology, biology, hygiene, handicrafts, decorations, sociology, scientific management of money and energy, auditing and budget making, all things which help to solve the problems of daily living.

The schoolgirl of yesterday is learning today, in her club work and at her university extension courses given by her state university, how to acquire expert technical knowledge of "milk and shoes, furniture and meat, magazines and fuel, hats and underwear, textiles and fabrics, bedding and disinfectants, medical service and toys, rugs and candy, street cleaning and school management, pure food and pure drug laws, sewing and laundering," and all the other hundreds

of things women need to possess for the welfare of their homes and families.

Standardizing Housework

In the past women have had to acquire expert knowledge of qualities and prices for the varied things needed in a family from experience only. Housework has been scattered from cellar to attic, and everything seems to have conspired to keep women from being efficient. The highly efficient housekeeper with a genius for efficient management was not able to reach her sister home-keepers until women's clubs were formed. And even then many club members preferred to study literature, and the Bible as literature, instead of civic values and the things which would directly benefit women in their home work. Women's clubs today are learning how to get definite information, and how to get specific things done. A New York broker says that he finds women are very keen on financial matters. When they do not understand a point they never "bluff" at it, as a man will, but ask for detailed information, saying frankly that they do not understand the points. Women are beginning to learn how they have been exploited financially by instalment stores and false advertising, labels, and weights and measures. They are beginning to appreciate real values and not be at all curious about advertisements which read "25 articles for 25 cents" (needles), or "$10 a day in your own home and no capital required." They

realize that the bargain seeking instinct which looks for the ninety-nine-cent purchases with trading stamps, and prefers the heaped-up short measure to the level dish of full measure, is the result of ignorance of costs and values. One woman has expressed it by saying that we will get rid of industrial rubbish and exploitation when we have "pockets for women." Women have been so lazily willing to buy blindfolded and trust to luck for prize packages. Today they are taking the trouble in their clubs to inform themselves as to the quantities and qualities of life which are being dealt out to them.

The Family Budget

The home-keeper must consider economy of time, energy, and money. To administer the home she must know: (1) how much; (2) judge wisely of relative importance; (3) spend money, time, and energy discreetly; (4) keep in mind the end as well as the means.

What does an expenditure of from $600 to $700 provide for a father, mother, and not more than three children?

It provides inadequate shelter and clothing, a mere approach to proper food, and dependence upon philanthropy or public funds during illness or for recreation, as shown by the recent surveys of Pittsburgh, New York, Fall River, and other cities with very similar problems.

The study of such a family budget is enlightening material for the social worker. Upon the study of wages will bring [illegible] to the comparisons between conditions.

A family budget from $[illegible] to $[illegible] a year will provide physical necessities, with food and clothing, adequate food at the rate of [illegible] cents per day for each adult according to the estimate made in a pamphlet written by Mary Louise Johnson.

With $[illegible] a family by careful management can advance their standards of living and make small accumulations each year.

According to Professor Bowley, Nearing the percentage of men making more than $[illegible] a year is very small.

A $2,000 a year budget has been divided into twenty-five per cent for food, twenty per cent for rent and clothing, fifteen per cent for operating expenses, twenty per cent for miscellaneous and emergency expenses, and twenty per cent for education and the higher life, including amusements.

Miss Helen Louise Johnson, Chairman of the Home Economics Department of the General Federation of Women's Clubs, estimates that the woman who keeps a servant on an income of less than $2,500 a year, does so at the expense of education and higher life funds, which are the funds for the recreation and stimulation which every family requires for development.

As income increases, the proportion spent for shel

ter remains constant, food costs decrease, but clothing, furnishings, and sundries increase rapidly, all according to the laws of Engel modified for the United States. The maintenance of standards depends less upon incomes than upon wise expenditures. Inadequate food and clothing is often due to lack of knowledge in selecting and purchasing. Standards are affected by environment and occupation, by imitation or "Keeping Up With Lizzie" ideas, tradition and habit both of utility and display. Conspicuous consumption, conspicuous waste, and conspicuous carelessness are not confined to sex.

The big insurance companies have given considerable study to family budgets. One company has printed a budget intended to show how income should be apportioned. Can those who earn money successfully spend it on the following basis:

		$500.00 per year.	$750.00 per year.	$1,000.00 per year.	$1,500.00 per year.
Rent	20%	$100.00	$150.00	$ 200.00	$ 300.00
Table	25%	125.00	187.50	250.00	375.00
Light and heat	5%	25.00	37.50	50.00	75.00
Clothing	10%	50.00	75.00	100.00	150.00
Incidentals	5%	25.00	37.50	50.00	75.00
Emergency	5%	25.00	37.50	50.00	75.00
Insurance	15%	75.00	112.50	150.00	225.00
Savings	10%	50.00	75.00	100.00	150.00
Church, etc.	5%	25.00	37.50	50.00	75.00
	100%	$500.00	$750.00	$1,000.00	$1,500.00

Energy-Budgets for Homes

It is just as necessary to have budgets of energy and time for household work as to have budgets for money spending. Duties can be planned and distributed for mistress, maid, and children. The budget plan of spending both money and energy is a fine habit of mind to inculcate in growing children. Women with several servants can save themselves a great deal of annoyance by having a schedule of work for each servant. Compute the time required for washing dishes each meal, polishing silver, making beds, sweeping certain rooms on certain days, scrubbing, laundering, ironing, etc., and make a schedule with time limit for each servant as to what should be done at such an hour on definite days.

Notebooks which contain the written duties of cook, waitress, gardener, chauffeur, laundress, not only facilitate easy change from one domestic to another, but they give employees written directions as to just how to do all their duties. One woman says that every duty of her cook is written in a book called the "kitchen book," and every duty of her waitress in the "pantry book," and that whenever she makes a change in her servants, her written notebooks save her a great deal of work. A few times' reading gives a maid a full idea of her particular way of having things done. She says she never watches her servants, that their duties are all written out for them, that she checks her

SOME
INTERESTING AND VALUABLE STATE REPORTS
CLUB WOMEN SHOULD READ

State Board of Health

State Board of Education

State Board of Tenement House Supervision

Commissioner of Charities & Corrections

Commissioner of Public Roads

Superintendent of Weights & Measures

State Board of Childrens Guardians

Department of Labor

WRITE TO TRENTON FOR COPIES
AND KEEP YOURSELF INFORMED
AS TO WHAT IS HAPPENING IN OUR STATE

GET POSTED ON YOUR OWN STATE.

Some facts every woman should know.

bills carefully once a month, and that she expects her maids generally to meet her requirements without watching, and they generally do.

Household Accounting

The aim of household accounting is to aid in the wise distribution of income and interests of life. By focusing attention on the family budget, providing actual records of income and expenditures with data for easy comparison, there will be a much wiser consumption. Household accounting should be simple when book-keeping is added to woman's already various tasks. It must be comprehensive, definite, and ready for reference at any time, so it must be well classified. Keep the items as few as possible to make a record, and place them under the general headings that indicate the divisions in the budget estimate. Cards of different colors are a great aid for classification. Either books or cards may be used, cards being more flexible and books more permanent. In monthly records there should be lines for every day of the month, and in yearly records lines for every month in the year. At the beginning of every year determine just how much money should be spent for rent, clothing, food, etc., and keep to the limit justified by conditions.

An improvement in household procedure will aid economic, social, and industrial problems. An efficient home-keeper must consider prices, wages, costs, time, energy, money. Consumption is the field which preeminently belongs to women, while men may be said to direct the general course of production, notwithstanding that one-third of all the women in the United States are employed in industry in addition to home

duties. The work of a cook or a chambermaid is production. This is quickly realized when meals are bought at a restaurant, a home-keeper stays at a hotel, or rugs and curtains are sent out of the house to be cleaned.

Mary Louise Furst, a lecturer on Household Management at Teachers' College, Columbia University, New York, says that the ideal housekeeper must not only know how to make foods palatable, but she must know its economic and nutritive value as well. A housekeeper must understand marketing for quality, quantity, and cost; how to keep household accounts (a very important item); know the principles of good laundry work; must be able to superintend or do the family sewing, and must know the principles of good health, nursing the sick, and first aid to the injured in case of home accidents. Making a home clean, healthful, beautiful, and comfortable, from attic to cellar, is a task that needs systematizing.

Persons who work should plan so that time for leisure yields its full value in the development of life. The organization of leisure is worth close study. Leisure is one of the highest products of industry according to the economic point of view, and one of the most precious forms of wealth. It is one of the most valuable, must useful, most perishable, and most dangerous of possessions. Few persons know how to make good use of leisure when they possess it. Leisure is not idleness by any means. A leisure class is a great

social asset, while idle classes are the curse of humanity. Society is just beginning to realize that leisure must be organized and regulated.

Charity and Prison Budgets

If crime is a result of acts committed during hours of recreation and not during hours of work, then, indeed, should every community make sure that its citizens, young and old, have well-directed social centers and well-directed recreations. The community needs to study "social chemistry" and become a mixture that will be safe, that can be handled so as to prevent explosions of the gas of crime. Crime has all the penetrating qualities of gases, and most of the faults of humanity are due to conditions of society which individuals cannot well control.

Compare public crimes with recreation facilities. Citizens have not all realized that prisons, reform institutions, etc., are barometers of the decency and problems of a community. Make budget charts of your public institutions. What sums are spent for Mental Hygiene (mental health)? Do the courts in your state have a psychologist as a member of the regular court staff to study what persons brought before the court are mentally deficient? Where are the mentally deficient cared for in your state—in your almshouses or prisons or separate institutions?

What sum is spent every day in this country for the care of the criminal and the feeble-minded? Some estimate it at $4,000,000 a day, an inconceivable sum.

Well-to-do persons are constantly receiving appeals for charity. Would the public not be better served if each person who solicits for any charitable purpose be compelled to secure a license from the state commissioner of charities and correction? Many sums are raised every year for charities and schools which exist only in the imagination of the solicitors.

Efficiency Through Budget-making

Efficiency is a platform on which all classes, all industries, and all nations can get together. Beginning to study costs is beginning to study for efficiency at the right end of the problem. In a recent book "On Board the Good Ship Earth," Herbert Quick takes up the subjects of depletion of soils, the wasting of stored up forces in coal, the destruction of timber, the failure to control water supply, etc., and shows how great wastefulness will make it impossible to sustain vast populations, just as James J. Hill has been predicting for a decade. *The Philadelphia American* says that only a careful study of conservation problems will bring us to a full realization of our losses in resources. Each generation is entitled to enough of the earth for existence, but it is not entitled to leave problems for posterity simply to gratify its own extravagance and wastefulness.

Every article of food on the table today pays tribute to speculative avarice, from beef and eggs to coffee. What is needed is a kind of public quiz as to

public needs and the high cost of living—its extent, causes, effects, and possible remedies. Wipe out every corporation in the country today and the great majority of people would remain just what they are today, simply because they need a better understanding of resources and possibilities. It is hard for the average man and woman to get at real facts and figures. What we need in public life is a little less criticism and cocksureness, and a little more helpfulness, sympathetic discussion and study. Nothing arouses a community so quickly to its own shortcomings and mistakes of policy as a budget exhibit with carefully drawn charts to tell the tale quickly and without argument.

In the days of the American colonization, the family was the unit in a large measure both for production and consumption. In production the family has been eliminated. Production today is a community affair, as is shown by the fact that weaving, spinning, breadmaking, etc., are no longer the chief occupations in all households. Consumption still continues under the family unit; at the same time, that denser settlement and division of labor (which really began with the discovery of fire) has deprived the family of its importance as the unit of production. The factory makes, the railway carries, goods produced by the community unit, but used by the family unit.

Americans are just finding out that they must plan carefully specialized spending to suit the conditions in home life. Cities are providing play-grounds, parks,

libraries, day nurseries, recreations, etc. The neighborhood, instead of the family, is coming to be the unit of community spending, and we are slowly getting the idea that community interest should have first consideration — the greatest good for the greatest number.

Women are beginning to standardize consumption in their homes by standardizing their households, and administering the family incomes, no matter how small they are, by the budget plan, which apportions income out in advance rather than leaves it to chance division.

Have charts made for a local budget exhibit which show that scientific preventive methods are better than philanthropic alleviative ones. Everything a city or a state has to pay for should be connected with home spending and home management, and shown as a black-and-white object lesson at a budget exhibit. Leisure applied to such community welfare is leisure well-spent. The public will get a surprisingly fair grasp of details and related movements from charts, which really are a graphic kind of accounting. The charts give a whole impression of opportunities, costs, and needs.

The civilized man sees and provides for the future, while the savage feasts today without a thought of the scarcity and famine that follow wastefulness, carelessness, and lack of foresight. If we are to have a democracy it must be intelligent, a trained public mind instead of a mob mind, with the ability to appreciate the highest values in living. Budget reform is indispensable to social progress.

QUESTIONS FOR REVIEW. PART V

1. What is the meaning of the word budget? What relation does the budget bear to constitutional government?

2. Describe a budget in its first stage, when it is really nothing but a report. Describe a budget in its second stage when it becomes a project of law.

3. What should be the date of the fiscal year? By whom should the budget be prepared? What are the rules for making estimates?

4. What should be the form of the budget statement? Should all moneys be voted annually? In what form should the budget be voted?

5. How should public moneys be kept? What are the sources of revenue in your state? What are the sources of revenue in your town?

6. What is a license tax? A franchise tax? A corporation tax? What do you mean by excise duties? Customs duties?

7. What are the industrial effects of public borrowing? When may public credit be employed? What should be the terms of a public debt?

9. What is municipal research? How should a budget exhibit be planned? What is a taxpayer's budget hearing?

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